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ABSTRACT

Job Training Partnership Act (JTPA) programs and vocational education programs in seven states (California, Iowa, Kentucky, Michigan, Montana, North Carolina, and Wisconsin) were studied to find out to what degree the programs were cooperating and how much they were duplicating each other's services. The researchers found little evidence of duplication of efforts between the two programs in the seven states they visited. The differences between vocational programs and JTPA--in the populations they serve, the kinds of services they offer, and their approach to vocational preparation, make duplication unlikely. The researchers also found that states comply with the coordination requirements in the Carl D. Perkins Vocational Education Act and JTPA. State and local officials said that the 8-percent set-aside funds provided for the in JTPA legislation have stimulated greater coordination by funding joint activities and innovations that could not exist without these funds. At the local level, a variety of innovative approaches were found. Several of the models--particularly the practice of contracting for JTPA services with postsecondary institutions and the efforts to allocate certain functions systematically to specific institutions--suggest efforts to determine a rational division of labor among the various institutions. Suggestions for increasing cooperation include clarifying the intent of the 8-percent funds and increasing concern for outcomes of education in both JTPA and vocational education. (KC)

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INNOVATION VERSUS TURF: COORDINATION BETWEEN VOCATIONAL EDUCATION AND JOB TRAINING PARTNERSHIP ACT PROGRAMS

Report to Congress,
the Secretary of Education, and the Secretary of Labor

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Introduction

Americans are relentless self-improvers. A recurring pattern in this country is to discover a public problem, and then to start a program to solve that problem. Over time, the impulse to respond to urgent issues with relatively specific programs generates a series of publicly-funded institutions with overlapping responsibilities. In turn, this way of structuring public responses to social issues leads to fears that public funds are being wasted, and demands for coordination and cooperation ensue. Concern about coordination has become a hallmark of large, complex government, affecting programs as diverse as education and training, social services for children, programs for the elderly, and national defense with its inter-service rivalries. Between the urge to respond to public problems with specific solutions and the need to do so as efficiently as possible, the need for coordination is born.

The current "system" of education and training programs provides a good example of this process. From the earliest efforts around 1900 to incorporate vocational education into the public schools and the first federal vocational education legislation in 1917, the variety of institutions and programs providing job-related education and training has grown enormously. From the federal level alone, major support comes from the Carl Perkins Act for vocational education, from the Job Training Partnership Act (JTPA) for job training, and Aid to Families with Dependent Children (AFDC) — particularly in the new JOBS program (Job Opportunities and Basic Skills Training Program) enacted in the Family Support Act of 1988 — for training welfare recipients. Many smaller programs also provide funds for education and training and states have added their own sources of funding. The variety of institutions providing job-related training has expanded from high schools and community colleges to regional vocational schools, postsecondary technical institutes, private vocational schools, community-based organizations, special-purpose skill centers, and correctional institutions. A favorite exercise of states is to count the number of separate programs to provide job-related training; California uncovered over 80, Michigan listed over 70. It is often hard to find much coherence in the existing "system" of vocational education and job training.

This report focuses on the coordination and collaboration between two of the most important elements of this system: vocational education and programs funded by JTPA. Because both programs receive federal funds — with vocational programs receiving relatively small federal subsidies through the Carl Perkins Act — the efficiency of federal spending has long been of concern to Congress, which has written requirements for coordination into federal legislation. Thus federal policy in this area has followed a pattern well established in other areas of social policy, enacting (or maintaining) separate federal programs and then requiring coordination between them, rather than enacting a single program in the first place. This approach is often derided by local officials, who complain that Congress creates coordination problems and then requires local administrators to solve them.

However, it is important to keep the purposes of different programs firmly in mind. The concern with coordination is first and foremost a response to fear of duplication and waste, a fear that dual federal funding streams will create programs which replicate each other's activities. Because this is such a common concern, Section I examines the issue of duplication. In general, we found relatively little evidence of duplication; *the common fear that vocational education and JTPA programs duplicate each other seems unfounded.* While there are examples of duplication — principally involving equipment, assessment, and placement — the very different purposes of vocational education and JTPA, the variations in their services, the different groups of individuals they reach, and the shortage of adequate resources to serve all eligible people mean that duplication is a much less serious problem than common rhetoric implies. Instead of concentrating on the possibilities of duplication and waste in complex systems of programs like employment and training, we suggest two other metaphors to understand the "system" that has evolved: the image of competition, borrowed from market systems; and the idea of redundancy, borrowed from engineering.

In order to enhance coordination between vocational education and JTPA, federal policy has developed a series of mechanisms, both carrots and sticks, to improve coordination. The principal positive incentive consists of the 8-percent funds, a set-aside from each state's allotment that states may use to establish cooperative programs and agreements between JTPA programs and education agencies. These funds, in some ways less constrained than other revenues from JTPA and the Perkins Act, have supported a variety of models, prototypes, and pilot programs that might not otherwise have been supported. The other incentives include a variety of requirements for education and JTPA administrators to consult with and advise one another.[1] Some of these requirements fall on state agencies, the subjects of Section II; others are local responsibilities, investigated in Section III.

In the past, efforts to examine coordination have concentrated on the question of whether programs comply with these requirements and whether administrators feel that coordination has improved.[2] The results indicate that most programs do comply with federal requirements and that most administrators agree that coordination has improved as a result — a conclusion consistent with our own findings. The formal requirements have sensitized administrators to the need for coordination and provided mechanisms by which those in one program must become better informed about (if not more supportive of) the other.

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[1] For a detailed listing of these requirements, see "Cross-References in the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act," compiled by Morgan Lewis, *Facts and Findings*, National Center for Research in Vocational Education, Ohio State University, Spring 1986.

In addition to federal coordination efforts, states have developed policies to require or encourage coordination. JTPA has allowed states to play a greater policy-making role than did its predecessor, the Comprehensive Employment and Training Act (CETA). Some states have taken advantage of their new powers. Several states have taken independent steps to go beyond federal coordination requirements and have established their own procedures and incentives to foster cooperation. In other cases, states have not focused on coordination, but have established practices and programs in either their vocational programs or in their JTPA programs that, by their nature, facilitate coordination and cooperation.

In general, we found both the state initiatives and the coordination requirements in the federal Acts to be less important than local initiatives. The real innovation in both JTPA and vocational education occurs, in our view, at the local level, where the amount of creativity, entrepreneurship, and doggedness in searching for solutions to the education and training needs of various groups is quite impressive. The conventional image of vocational education as hide-bound and mired in the past, continuing to offer inflexible courses of no possible relevance in today's labor market, may certainly apply to some programs, but it ignores the varied and flexible programs and novel approaches we saw. The corollary view of job training programs as pork barrel projects, more concerned with local political power centers than with the well-being of their clients, or the more recent criticism of JTPA for supporting short-term training that merely "creams" the most job-ready clients,[3] may also be true in some cases. However, this judgement neglects the many innovative local efforts to craft hybrid programs that provide new skills to individuals otherwise unprepared to enter today's labor markets.

Unfortunately, the concern with duplication has led those evaluating public programs to neglect the issue of effectiveness.The real reason to be concerned about coordination between vocational education and JTPA, in our view, is less to eliminate waste than to improve the effectiveness of programs. Coordination allows new kinds of programs and new hybrids to develop that can provide individuals with better job-related training. Because of our concern with effectiveness, we decided to search for exemplary programs and cases of substantial coordination — that is, coordination that goes beyond standard requirements to confer and consult among programs, and which instead develops new ways of delivering education and training services that would not exist in the absence of coordination. Because we suspected that much innovative coordination takes place at the local level, we investigated the exemplary local efforts in each state we visited. In Section III and again in the Appendix, this report describes seven different models of substantial coordination efforts that we discovered.

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[2] See, for example, Lawrence Bailis, *Study of the Status of PY 85 JTPA Coordination and PY 84 JTPA Program Activities*, National Commission for Employment Policy, Research Report RR-87-26, May 1987; Morgan Lewis, Marilyn Ferguson, and Michael Card, *Vocational Education-Job Training Partnership Act Coordination: First Annual Report*, National Center for Research in Vocational Education, 1987; Morgan Lewis, *Vocational Education-Job Training Partnership Act Coordination: Second Annual Report*, National Center for Research in Vocational Education, 1988.

[3] See, for example, Sar Levitan and Frank Gallo, *A Second Chance: Training for Jobs* (Kalamazoo: W.E. Upjohn Institute for Employment Research, 1988).

For other JTPA and vocational programs, the exemplary models of coordination we describe are important in order to understand what encourages such forms of cooperation to emerge, and conversely, what factors discourage cooperation. Our analysis of the factors affecting coordination is the subject of Section IV. In particular, we attempt to move beyond the most common explanation, which argues that personalities and personal relationships are wholly responsible for the success or failure of coordination efforts, to understand the barriers to coordination that are rooted in the different purposes of the programs, the legislative requirements, and local conditions.

Finally, in Section V we outline some conclusions and recommendations for policy. The fact that the Carl Perkins Act is due to be reauthorized in 1989 provides an opportunity to change the federal coordination requirements. Proposals for strengthening coordination between vocational education and JTPA abound, and the idea of simply combining the two programs into one federal education and training program has been around for a long time. However, our conclusion that there is much less duplication than critics sometimes assert suggests that there is no pressing need to devise new coordination requirements. Furthermore, our discovery that federal requirements have had less effect than local initiatives suggests that any changes should be made cautiously, lest the heavy hand of additional requirements stifle the local creativity that has been so important in fostering new cooperative arrangements. Finally, given the almost complete lack of information on the effectiveness of different education and training programs in promoting employment for their students and clients,[4] there is no strong evidence at this point to justify many of the most thorough proposals to revamp the coordination requirements in either the Perkins Act or JTPA. It may be that better information will lead eventually to recommendations for substantial changes, but such information is not yet available.

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[4] While there was a great deal of evaluation done on CETA programs (summarized in Robert Taggart, *A Fisherman's Guide*), the evaluations of JTPA programs now being carried out by the Department of Labor will not be completed until 1990 or 1991. There are a few evaluations of postsecondary vocational education programs, but most of them are either technically flawed, rely on non-representative samples, or use information on individuals very soon after they complete their schooling; these studies are cited in W. Norton Grubb, "The Bandwagon Once More: Vocational Preparation for High-Tech Occupations," *Harvard Educational Review* 54 (November 1984), pp.

Our conclusion, then, is a counsel of caution: we see no good reasons for major changes in federal policy in the absence of much better information than now exists; we fear that substantial federal reforms might stifle the innovation that now exists at the local level.

Our Evidence: The State and Local Studies

Most previous research on the relationship between vocational education and JTPA has relied on polls of administrators. While such efforts have been useful in determining the opinions of those involved with JTPA and vocational education, they have provided little information on the types of collaboration that have emerged. Given our concern with exemplary programs[5] and with local efforts at cooperation, we undertook a series of case studies of state practices and local programs in seven states, chosen for their diversity. The seven are listed below.

- California was chosen for its proximity, internal diversity, and the size and complexity of its community college system. As the most populous state in the country, California also receives over 10 percent of Carl Perkins funds and JTPA funds. California is also a relatively high-income state with substantial racial and ethnic diversity in its population and a mix of urban and rural areas. California has recently enacted a state-funded job training program, the Employment and Training Panel, and a welfare-to-work program, GAIN (Greater Avenues for Independence).

- Kentucky was chosen because it is a low-income and largely rural state with high unemployment and a heavy emphasis on economic development. Kentucky lost many of its industrial jobs during the past decade and is investing heavily in revitalizing its industry.

- Iowa was chosen partly because of an interesting administrative arrangement. In some areas, community colleges operate the JTPA program, providing us an opportunity to see what happens when JTPA programs are administered from postsecondary institutions that provide vocational education. Iowa is also a largely rural farming state whose economy has suffered because of problems with agriculture in the past decade, though it is not a poor state.

430-431. There are current efforts underway by W. Norton Grubb and by the National Assessment of Vocational Education to examine the employment effects of both secondary and postsecondary vocational education.

[5] Our efforts to find exemplary programs that integrate vocational education and JTPA are part of a larger effort by the National Center for Research in Vocational Education to identify and evaluate exemplary programs. There are several reasons for this approach: it stresses the positive accomplishments within education, rather than harping on failures; it provides models for other programs to emulate; and it draws on the rich diversity of the education and training field, a diversity which constitutes a "laboratory" of programs to describe, evaluate, and emulate.

- Michigan, a state with a mixture of urban and rural areas, has a reputation for having strong governors who have played an important role in formulating a state policy about JTPA.[6]

- Montana, another largely poor and rural state with low population density, has been dependent on raw materials (timber and minerals) and relies also on agriculture, the major industry in the state. In contrast to several other states we visited, Montana has a centralized administration of its JTPA program with strong state control.

- North Carolina was chosen because it has a reputation for creating a clear economic development policy and for using its education and training institutions to further this policy.

- Wisconsin, another state with a reputation for strong governors, was chosen because of the strong role the state takes in its JTPA and vocational education systems.

These seven states, therefore, provide a mix of urban and rural areas; high-income and low-income states; states which are racially and ethnically diverse and states which are relatively homogeneous; some with strong state roles and some in which state government is relatively undeveloped. While the sample is not representative in any statistical sense, it does represent the variety of states within the country.[7]

In each state, we interviewed various officials at the state level in order to ascertain each state's policy. Those we interviewed typically included individuals from the state administrative agency for JTPA, from the state department of education, and from the state-level administration for community colleges and technical institutes. We asked state officials to nominate local areas and programs with exemplary cases of coordination between JTPA and vocational education, and we visited three to five of these programs in each state. Our selection of local programs to visit was therefore purposely skewed, because of our desire to visit exemplary programs, and is therefore not representative of all programs.[8] Our findings from these case studies are contained in an appendix, which describes state practices and the various exemplary local programs we visited in some detail.

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[6] For information about different states with strong and weak state governments, see Robert Cook et al., *Implementation of the Job Training Partnership Act: Final Report*, Westat Inc. for the U.S. Department of Labor, November 1985.

[7] In subsequent years we will extend this sample of states in additional site visits.

[8] We also had no way of confirming that the programs suggested to us were in fact the best in the state, though we did ask for nominations from those state officials in the best positions to know what local programs were doing.The only way to know which local programs are in some sense "best" or exemplary is to have independent information about their efforts specifically in the area of coordination. One example of such information exists in California, in a report to the State Job Training Coordinating Council in which the researchers visited each of the 51 SDAs in the state and made independent assessments about the state of coordination; we will use these results in 1989 to choose a sample of exemplary programs to visit. In the absence of such an exhaustive survey, however, there is no way to check whether nominations from state officials are truly representative of exemplary efforts. In states with weak state administrations, we found state officials who were ill-informed about what was happening at the local level, and who could not nominate successful programs.

In addition, we had access to interviews with state officials in twenty states, most of them the heads of the state administrative agency for JTPA.[9] The purpose of these interviews was to determine what policies states have established above and beyond federal requirements, and what kinds of coordination with other programs — including welfare-to-work and state-funded job training programs, as well as vocational education — have been established as a matter of state policy. These results provide some corroboration about the nature and variety of state policy, though they yield no information about local initiatives.

Our case studies and interviews with state officials, therefore, provided rich, if unrepresentative, information about current coordination efforts in JTPA and vocational education. Because our information is necessarily incomplete, some of our conclusions are necessarily tentative.[10] In subsequent years we plan to extend the sample of states and localities we examine and extend our analyses in other ways in order to corroborate the findings we report here.

I. Duplication, Competition, Redundancy, and Effectiveness: Metaphors for Complex Systems

The existence of parallel systems for job-related training extends back at least to the 1930s. The Roosevelt administration, believing that the public schools were unsympathetic to the poorest children, established job training programs outside the educational system, both to reach the poorest individuals who might not accept school-based training and to establish more flexible and shorter-term job training programs than were conventional within high schools. The differences between vocational education programs within schools and the job training programs outside the formal schooling system — and the hostility and turf battles between the two systems which continue to emerge — were therefore established remarkably early. Congress replicated this split when it enacted the Manpower Development and Training Act (MDTA) in 1962 and the Vocational Education Act of 1963, programs which have been superceded first by CETA and now JTPA for job training and by the Carl Perkins Act for vocational education.

As the dual systems persisted, Congress became increasingly concerned about duplication of services and enacted a series of prescriptions to require cooperation, culminating in the current requirements embedded in the Perkins Act and JTPA (described in Sections II and III). The central motive behind these efforts, and the principal concern of those interested in cooperation, was the fear of duplication. The existence of two separate federal programs supporting job-related training creates a *prima facie* case that two separate federal programs may create similar programs at the local level, and complaints to legislators about duplication abound. Many of these complaints can be dismissed as examples of turf battles, or efforts by one program to demonstrate its effectiveness compared to the wastefulness of another. Still, these stories surface regularly enough that they have become part of the standard lore about education and job training and continue to prompt new efforts to require cooperation.

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[9] These interviews were conducted by Stephanie Martin of the RAND Corporation, under the direction of Lorraine McDonnell, as part of another research project of the National Center for Research in Vocational Education.

[10] In general, we are surprised at the lack of systematic information about local efforts for either JTPA or vocational education. For reports on JTPA, see the works by Robert Cook and Sar Levitan cited above. The National Assessment of Vocational Education has conducted a series of case studies of local vocational programs, including studies of exemplary programs, but these studies do not focus specifically on coordination with other programs.

However, in our studies of local programs we found very little evidence of duplication. Most of our state and local informants were unable to produce any concrete examples of duplication. Perhaps this occurred because we sought out only programs where coordination was thought to be exemplary, and therefore we might have missed examples of duplication. However, we also interviewed state officials who ought to be in positions to know about duplication, and most of them either denied that duplication was a problem or provided few concrete examples. Specific cases of alleged duplication usually proved to involve two programs that served different groups of individuals, or provided somewhat different services, or were programs that had gone out of existence. Most local administrators we interviewed also felt that there was relatively little unnecessary duplication. While it would be impossible to prove the lack of duplication with any method short of a national census of local JTPA and vocational education programs, our information was remarkably consistent: *the problem of duplication between vocational education and JTPA programs is not especially serious.*

With some additional information, the *prima facie* case that two separate streams of funding for job-related training are likely to lead to duplication falls apart. The target populations, methods, and goals of the two programs are too different for there to be much duplication. The following differences are especially important.

1. Different populations

JTPA programs (and CETA and MDTA programs before them) by design enroll individuals who are the least well-educated, the least experienced, and the least prepared for entering the labor force. (The only programs whose clients are even less well-prepared are those in welfare and welfare-to-work programs.) Despite allegations of "creaming" within JTPA — that is, of enrolling those eligible who are the best-prepared for employment — the fact remains that JTPA-eligible individuals are either poor, limited English-speaking, dropouts from high school, displaced homemakers without labor market experience, the disabled, alcoholics, drug addicts, ex-offenders, or individuals beset by other "barriers to employment." While it is possible to enroll individuals who are temporarily poor and who are perfectly capable of returning to employment on their own, many of these individuals — about 25 percent[11] — have not completed high school; many are socially isolated and alienated from the major institutions of society.

Although vocational programs in high schools tend to enroll students who are poorer than those in the general and academic tracks, their clients are still in school, not dropouts. At the postsecondary level, where much job-specific vocational education is now taking place, community colleges and technical institutes have been more committed to low-income, minority, bilingual, and other "at risk" students than the rest of higher education. Still, the poorest individuals and those with the poorest academic preparation tend not to enroll in postsecondary education; if they enroll they are more likely to drop out or to complete very little coursework.[12] To be sure, the target populations of JTPA and postsecondary vocational education overlap, and it may be that "creaming" within some JTPA programs and the efforts of community colleges to enroll more "at-risk" students have expanded this overlap. Still, the focus of JTPA on the "hard to serve" means that these programs intend to reach a population that would generally not enroll in vocational education.

2. *Different services*

Partly because JTPA clients have relatively less education and experience in the labor market, the services they need differ from those offered by vocational education. JTPA offers more support services, like transportation and child care subsidies, than vocational education does.[13] Most JTPA programs offer "job readiness" courses to teach students how to look for work, how to dress, how to behave at an interview; remedial education is a larger component of JTPA programs than of vocational education. JTPA programs also stress job placement services much more than vocational education does. For the most part, vocational education offers classroom training and (increasingly) remedial education, but with less attention to assessment and placement, with limited and erratic access to counseling, and with almost no support services. To be sure, the services that the two programs offer have come to overlap, especially as community colleges have been forced to offer more remedial education. It is possible to argue that vocational programs should provide more of the services — especially counseling and placement — that JTPA provides, but sharp differences nonetheless exist in the kinds of services offered to clients.

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[11] Robert Cook et al., *Implementation of the Job Training Partnership Act,* Table 5-1.

[12] W. Norton Grubb, *Access, Achievement, Completion, and "Milling Around in Postsecondary Vocational Education*, MPR Associates for the National Assessment of Vocational Education, June 20, 1988.

[13] Funds from the Perkins Act can be used for such work-related expenses, but in practice they are rarely used in this way.

3. Different approaches to vocational preparation

Vocational educators from high schools and community colleges have worked to distinguish their programs by the breadth and depth of their offerings, in contrast to the short-term courses funded by JTPA. At the postsecondary level, for example, the average certificate program requires 39 credits and takes most students about a year; completing a vocational Associate degree requires about 72 credits, takes most students 18 months to two years, and contains a great deal of related academic preparation.[14] In contrast, most JTPA programs are much shorter, ranging from twelve to eighteen weeks. There has been a great deal of mutual criticism about the duration and intensity of programs: vocational educators complain — with some justification, given the available evidence.[15] JTPA programs are criticized as being too short and not providing employment skills for the long run, while JTPA personnel often complain that vocational programs are inefficient, and that their length is determined more by the need of community colleges to pump up enrollments than by skill requirements. As in the case of other differences, the distinction between JTPA and vocational programs has diminished, as community colleges and technical institutes have begun to offer short-term courses, open entry/open exit courses, and short customized training courses for specific firms. Some JTPA programs are also trying to develop longer programs for some of their clients, especially the hard-to-serve. Still, substantial differences exist in the duration of most programs and in the underlying conception of what students need to be successful in the labor market.

4. Scarce resources

Still another reason why duplication is unlikely is that public resources are insufficient to provide work-related training for all those who need it. For example, JTPA does not provide enough funding for the whole eligible population. The need for basic skills training, other forms of remediation, and ESL (English as a Second Language) classes is so great that postsecondary institutions, adult schools, and JTPA programs alike have been scrambling after funds from whatever sources they can uncover. In a world of scarce resources, programs which apparently serve the same purpose with the same population are still not duplicating each other's efforts, but instead are simply providing training for individuals who would otherwise go unserved.

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[14] Grubb, *op. cit.*; W. Norton Grubb, *The Postsecondary Vocational Education of 1980 Seniors*, MPR Associates for the Longitudinal Studies Branch, U.S. Department of Education, LSB-87-04-10, April 10, 1987.
[15] Robert Taggart, *A Fisherman's Guide*, Kalamazoo: W.E. Upjohn Institute for Employment Research, 1983.

Indeed, a scarcity of resources has been one of the most common pressures encouraging cooperation between vocational programs and JTPA. Many local programs we visited commented that the combination of increasing needs (because of increasing poverty and unemployment rates) and declining real levels of public funding have been the greatest stimuli to coordination, since coordination can increase access to programs. Until there are sufficient resources to support all those in need, the pressures for coordination are unlikely to dissipate.

Areas of Duplication

Although we found duplication of training services to be uncommon, it appears to be somewhat more prevalent for some types of service. One is the area of equipment and facilities. For example, a JTPA program may set up training in word processing or welding and purchase computers or welding equipment even though a nearby community college has such equipment unused part of the time or has courses that are not enrolled to capacity. In other cases, new facilities are established even though it would be more efficient to expand the existing program. In these cases, duplication of facilities may be an expression of "turf" differences, of the desire of programs to operate separately, and of their unwillingness to get together.

In other cases, however, JTPA programs want the flexibility of varying schedules and open entry/open exit enrollments.Therefore, programs must have equipment available to them at all times, or the scheduling problems inherent in sharing equipment will be too unwieldy. In these cases, separate JTPA facilities are reasonable. In many cases, duplication of equipment is not a problem because most JTPA programs are not especially equipment-intensive: they involve basic skills instruction or job readiness programs that require little more than classrooms, or training in word processing which requires computers. The examples of equipment-intensive JTPA programs — like truck-driving programs that require expensive trucks — are relatively rare. Further, the very expensive programs that technical institutes and community colleges often operate — such as those in CAD/CAM systems, robotics, or CIM (computer-intensive manufacturing) systems — are unlikely to be found in short-term JTPA programs, whose clients lack the basic skills for advanced technical training.

The complaints about duplication of equipment coexist with contrary complaints from community colleges and technical institutes that they never have enough money for equipment. Indeed, many postsecondary institutions use their Perkins funds for equipment partly because they receive too little from state appropriations. In general, the dominant problem in most training programs appears to be a lack of equipment rather than duplication. While duplication of equipment does exist, and is a particularly visible form of waste — it does not appear especially prevalent and is sometimes justifiable.

A second area of duplication involves assessment. A JTPA client often receives services from several agencies. For example, an SDA may recruit an individual and perform an initial assessment, then send this person to a community-based organization for job readiness training, to a community college for basic skills training, and to yet another organization for placement. Each organization may do its own assessment of the individual's skills and abilities, with the result that the individual has been assessed several times. To eliminate this kind of duplication, some local programs have instituted common assessment protocols shared by every participating agency. Such coordination is sometimes limited only to assessment, though in other cases this is formalized as part of a larger coordination effort; for example, Wisconsin has established a series of Job Centers intended to be "one-stop" centers for those needing job preparation. People seeking services from any of the job center agencies will complete a single assessment form and participate in a single group intake process. Michigan's Governor's Office for Job Training is leading an initiative for all job-training related agencies to jointly develop, at the local level, a mutual assessment procedure. When implemented, clients will have to complete only one eligibility and skill assessment, to be shared by all agencies that the client contacts.

A third area of duplication involves placement services. Many different organizations involved in vocational education and job training have placement offices, including SDAs, community-based organizations, community colleges, technical institutes, and adult schools. Some of these place quite highly-trained individuals, but all of them try to find jobs for a pool of hard-to-place individuals with low to moderate skill levels. Consequently, all of the "job developers" in an area approach the same firms to find jobs, without incentives to share contacts or job leads with one another.[16] While this kind of redundancy may serve the interests of those who have been trained, it means that firms have to respond to job developers from several organizations.

Again, the solution in some areas has been to consolidate all placement services in one agency. For example, the Job Services Offices in Kentucky do all job placement for JTPA Title IIA and Dislocated Worker programs. Staff from all the agencies participating in the Wisconsin

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[16] A large number of the exemplary local programs we visited were in medium-size and rural communities, rather than large cities, largely (we think) because there are more community-based organizations in cities which are used as service providers and preclude much coordination with vocational education. It is possible that we heard about duplication in placement services in small and medium-size communities that might not exist in cities with greater numbers of employers.

Job Centers serve as Account Representatives, reaching out to employers within the county to assess employers' needs. The job opening listings generated by this system are then shared by all the participating agencies. In one rural SDA in Michigan, the problem has been solved informally: job developers from different agencies meet once a week and share job listings. In this SDA, employers are divided among the job developers so that each local employer has only one person contacting him for job openings. This allows the public agencies to appear more organized in the eyes of the business community.

A final area of concern to many state and local officials involves administration. Here the problem is not so much that the same services are performed by different programs, but that the vocational education and job training "system" has so many layers and so many different organizations — each with its own administrative apparatus — that the "system" as a whole is administration-heavy. For example, JTPA itself has federal administrators, state administrators, and administrators in every local SDA. Each SDA typically contracts most of its services to community-based organizations, community colleges, adult schools, unions, firms, and private vocational schools, each of which has its own administration. Sometimes there is even further subcontracting from these service providers, adding yet another layer of administration. (Even though there is a limit of 15 percent on local administrative costs in JTPA, this is widely acknowledged to be circumvented by the use of fixed unit-price contracts, where subcontractors are paid a fixed amount for services to each client but the amount is calculated to include the subcontractor's administrative costs.) Community colleges, technical institutes, and other state-funded institutions also have both state and local administration. When special-purpose institutions are established — such as the skill centers that exist in some states — they add another administrative layer.[17] If it were ever possible to calculate the total administrative costs in the education and training "system," they would almost surely turn out to be quite high.

However, as the "system" is currently structured it is difficult to label these administrative costs unnecessary. One of the consequences of any complex system is that administrative costs increase; this is a price for the variety of institutions that now participate in the "system." In addition, higher administrative costs are necessary precisely to coordinate the different elements in the system. Despite the promise that coordination will eliminate duplication and waste, and therefore make employment and training more efficient, *coordination is itself expensive*. In this sense, what appears to be duplication of administrative costs may be simply a necessary expense of coordination.

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[17] However, it may be that the efficiencies of consolidating services in institutions like the Job Centers outweigh any additional administrative costs; one Job Center in southeastern Wisconsin estimates that it saved over $165,000 per year by consolidating services.

There are, then, some areas in which duplication of services takes place, though they seem much less serious than critics of vocational education and JTPA have claimed. In many cases what appears to be duplication is simply a case of serving different clients, or offering different types of programs; in other cases duplication may be justified by complex schedules, or may simply be a necessary aspect of operating a variety of programs.

Alternative Metaphors

There are other ways to interpret the criticism that vocational education and JTPA sometimes overlap. One is the model of competition: in market-based systems there are typically many firms that produce a particular good or service, and rather than eliminating this "duplication" (and creating a monopoly), public policy often promotes a diversity of providers as a way of enhancing competition and variety. The analogue in the employment and training "system" is that multiple providers create some measure of competition among each other, and thereby increase the variety of programs available to meet the different training needs of individuals. The competitive aspect emerges most clearly in the Request for Proposal (RFP) process by which many SDAs allocate their funds, and by which both Perkins funds and JTPA 8-percent funds are allocated in many states. Eligible institutions compete for funds and the "best" projects win. This process is systematically used by many SDAs to eliminate weak service providers. However, it works poorly in areas (such as rural areas) where there are few potential service providers. Competition requires a certain amount of redundancy among the "producers," in this case, the institutions that provide education and training services. In addition, this redundancy fosters variety because the training provided by a community-based organization — a black or Hispanic organization, for example — may be effective for some clients who will not attend a community college or adult school. The fear of duplication ignores the effects of redundancy on both competition and variety, which can make the education and training system more effective under the right conditions.

Still another metaphor for redundancy comes from engineering. In complex engineering feats where failure would be catastrophic — a nuclear power plant, for example, or a manned space shuttle — engineers typically build in redundancy so that there are back-up systems in case of failure. No one would think of eliminating redundancy in these cases, even though it increases costs. In fact, we can think of the current employment and training "system" as one in which there is a certain amount of planned redundancy, precisely because the consequences of failure are so serious — the inability of individuals to support themselves, shortage of labor, and regional (if not national) depression. Thus we have a "primary" system — high schools, four-year colleges, vocational education programs in community colleges and technical institutes, graduate schools and professional schools — that provides job-related training; a "secondary" system that includes the remedial programs in elementary schools, community colleges, adult schools, and other institutions which are designed to reintegrate individuals into the mainstream of the primary system; a "tertiary" system in JTPA and other job training programs that focuses on the disadvantaged and hard-to-place, including their links with vocational education; a "quadrary" system in welfare programs, now joined by a network of welfare-to-work programs funded by the Family Support Act of 1988; and perhaps even a "quintary" system in the correctional institutions. Each system includes fewer individuals than its predecessors; each is more expensive and more difficult to manage successfully because the problems it confronts are more serious and because the "easy" cases have been filtered out. It may be that the success at each particular level is less than it should be, and that more resources should go into making sure each level works as well as it should rather than adding layers of redundancy. But this depiction of the entire "system" makes a certain amount of sense — even though it may appear that there is substantial duplication.

Perhaps the most important flaw in the push for coordination is that attention has been focused on coordination as a mechanism of eliminating waste, not as a mechanism for improving effectiveness. However, effectiveness may be the primary benefit of duplication. As the different models of local coordination efforts in Section III will clarify, cooperation among institutions has the potential for developing programs that are more effective than any other kind of education or training program. The creative local efforts we examined resulted from the genuine desire of local officials to develop more effective programs that integrate their clients into the mainstream of the labor market. This is perhaps especially true of local JTPA officials, who are part of a public program that has succeeded in making effectiveness a priority through its performance standards. But this perspective is largely missing from the national concern over duplication and waste, and missing from the requirements within the Perkins Act and JTPA itself for advice and consent. Particularly given our conclusion that duplication is of minor concern, it would be helpful to recast the debates about coordination and cooperation and to temper the preoccupation with duplication with greater concern for developing more effective programs.

II. State Responsibilities for Coordination

One difference between JTPA and its predecessor, the CETA program, is that CETA gave little power to state governments and was therefore a program of federal grants to local programs. JTPA strengthened the role of governors in setting JTPA policy, creating a structure with federal, state, and local responsibilities. To be sure, many states were slow to exercise their new responsibilities, and as of 1985, when the Department of Labor first studied the ways in which states had responded to their new responsibilities, many states had failed to assert much leadership in the JTPA programs.[18] Not surprisingly, the degree of state involvement in the coordination between JTPA and vocational education has varied. Some state governments — especially Wisconsin with its Job Centers, and Michigan with its Designated Education Planning Entities and its plans for a Human Resource Investment System to integrate all employment and training programs — have been active in this area, while others merely administer the federal requirements.

The Carl Perkins Act and JTPA impose specific requirements on states in the area of coordination.[19] Most of them can be described as requirements to provide information and advice. For example, the state council of vocational education must include one member who is a private sector member of the State Job Training Coordinating Council (SJTCC). The state council is also directed to establish procedures with the SJTCC to "encourage cooperation." The state board must provide information about all Perkins-funded programs to each PIC. The state plan for vocational education must describe methods for joint planning and coordination, and the plan must be reviewed by the SJTCC. The State Council on Vocational Education must evaluate, at least every two years, the coordination between vocational education and JTPA, and make recommendations to the state board, among others. The Perkins Act specifically allows funds for special needs groups (like the disadvantaged and the handicapped) to be used for activities developed jointly with JTPA. States must show how they will coordinate Perkins funds for adult retraining with JTPA funds for dislocated workers. Funds for industry-education partnerships in high-tech occupations "to the maximum extent practicable will be utilized in coordination with the JTPA to avoid duplication of effort and to ensure maximum effective utilization of funds."

JTPA requires that each SJTCC have at least 20 percent of its members from the state legislature or state agencies such as educational agencies, though it does not specifically require representatives from vocational education. The planning of the SJTCC must assess the need for training in conjunction with "appropriate state agencies," and the governor is directed to prepare a coordination and special services plan that establishes criteria for coordination with vocational programs. Just as Perkins allows joint funding with JTPA, JTPA expressly allows for funding programs jointly with vocational education, and the tone of encouraging coordination with vocational education is present throughout the Act.

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[18] Robert Cook, op. cit.

[19] This section relies on Morgan Lewis, "Cross-References" op. cit.

In fact, one provision of JTPA specifies the following:

> Appropriate education agencies in the service delivery area shall be provided the opportunity to provide education services unless the administrative entity demonstrates that alternative agencies or organizations would be more effective or would have greater potential to enhance the participants' continued occupational and career growth. (Section 107(c))

Interpreted literally, this appears to presume that all educational services provided by JTPA will be provided by educational institutions unless there is a specific showing to the contrary. However, this section has not to our knowledge ever been enforced in this way. Instead, states have interpreted it to mean not that *public* education agencies should be given preferences for JTPA contracts, but that any existing agency with an educational mission — such as private schools or community-based organizations — shall be given the opportunity to provide services before the SDA establishes its own service. According to some public sector vocational educators, this interpretation sends much training that could be efficiently offered through a public institution off to private agencies.

There appears to be some asymmetry in the two pieces of legislation, which sometimes piques vocational educators. The references to JTPA in the Perkins Act are more specific than are the references to vocational education in JTPA, and the responsibilities of vocational education are more precisely defined. For example, each SJTCC must comment on the state vocational education plan, though there is no similar requirement giving the state boards the power to comment on the governors' statements of goals and objectives for job training programs or the coordination and special services plans. On the other hand, JTPA incorporates funds specifically for coordination — the 8-percent funds described below — while the Perkins Act relies wholly on commandment to enforce coordination.

The states we examined appeared to conform to the coordination requirements of the Perkins Act and JTPA. Most state officials credit the requirements with improving coordination at the state level and, at the very least, of forcing administrators in the two systems to meet more often and to learn about each others' programs. There is general agreement that coordination under CETA, when vocational education and job training programs were barely aware of each other's existence, was much different than the situation under JTPA.[20] One reason is that the weak state role under CETA has been replaced by more state responsibilities under JTPA, so that there is a state-level agency and board responsible for job training programs parallel to the state board for vocational education and the state agencies administering vocational education. However, there is little doubt that the various requirements imposed by federal legislation have also increased mutual awareness.

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[20] For corroboration, see the earlier reports on coordination between JTPA and vocational education cited in footnote 2 above, especially that by Lawrence Bailis. Note that some CETA agencies had excellent cooperative programs with local vocational education, and many of these relationships are the foundations for excellent JTPA-vocational education programs that exist today.

There is little indication that the coordination requirements have themselves changed the kinds of programs being offered at the local level. Many of these requirements involve little more than information flows, and have no enforcement mechanisms of any sort. For example, the provision that the SJTCC "comment at least once annually" on the state plan for vocational education does not say that the Council has the power to modify the plan nor that vocational education will act on their comments. Most state plans, both for vocational education and for JTPA, appear to be compliance-oriented documents, and it is easy to comply with federal provisions without much coordination taking place. Most examples of coordination at the local level, described in Section III below, have been established because of local initiative, not because of requirements in either the Perkins Act or JTPA. Some state initiatives, described below, have facilitated such coordination, but they too have developed not in response to federal requirements but because governors or state legislatures have played a more active role than federal law requires in establishing education and training policies. Almost uniformly, state and local officials feel that federal requirements have been valuable as consciousness-raising devices, promoting the general cause of coordination, but these requirements have done little to affect the education and training programs available.

Resources for Coordination: The 8-Percent Funds

JTPA legislation provided a new departure from previous efforts to improve coordination: in addition to various requirements, the act also included funds specifically to stimulate joint efforts. JTPA designates 8 percent of each state's basic training allotment (Title II) "to provide financial assistance to any State education agency responsible for education and training." The purposes include providing "services for eligible participants through cooperative agreements between such State education agency or agencies, administrative entities in service delivery areas in the State, and (where appropriate) local educational agencies;" and facilitating "coordination or education and training services for eligible participants through cooperative agreements." The 8-percent set-aside replaces requirements with funding, sticks with carrots, and has been widely hailed as a new approach to coordination.

In the seven states we visited and the 20 in which we interviewed, there are varying approaches to the allocation of 8-percent funds. In some cases funds are divided between secondary and postsecondary institutions; for example, Wisconsin divides funds evenly between high schools and technical colleges. In turn, the state agencies responsible for secondary and postsecondary vocational/technical education establish priorities for the use of funds and then allocate them through an RFP process. Typically, there is a requirement that the local educational institutions applying for funds get the approval of local PICs. A variation of this mechanism exists in North Carolina, where PICs submit proposals to state education agencies so that high schools and community colleges wanting 8-percent funds must work through local PICs to apply. The goals established for the use of 8-percent funds vary, of course, but, given the federal priorities for the use of 8-percent funds, certain priorities have emerged in several states. High schools generally concentrate on drop-outs and potential drop-outs, while postsecondary institutes tend to emphasize basic skills and services to drop-outs and high-risk groups (including minorities, displaced homemakers, individuals in rural areas). These services also tend to be relatively expensive and are more easily funded by 8-percent grants exempt from cost-related performance standards, than they are by other funds (the 78-percent funds) subject to performance standards.

A rather different approach has been to establish priorities at the state level and then to subordinate the distribution of 8-percent funds to these priorities. In some cases, the state-established priorities are consistent with the intent of this set-aside to enhance the institutional capacity of vocational education and JTPA to cooperate. However, in some instances this is not the case. For example, in Iowa much of the 8-percent funds are spent through the correctional system training criminal offenders. In California, one half of the 8-percent funds were spent on clients in the state's welfare-to-work program, GAIN. In Kentucky by far the majority of funds — 77 percent in 1987 — were spent on training in a manufacturing plant established by Toyota, as part of a promise by the governor to cover training costs to lure this firm to the state. In all of these cases, the JTPA requirements are adhered to, and the individuals who receive the training are all in need of special assistance; but the central purpose of the 8-percent funds to encourage cooperation of vocational education and JTPA has been circumvented.

Overall, however, our interviews produced a general agreement at both the state and local levels that the 8-percent funds have stimulated programs and experiments that would never have been established without this set-aside. A variety of institutions, including adult schools, high schools, community colleges, and technical institutes, have participated in JTPA that would never have otherwise come into contact with the job training system, and many of the most interesting cooperative arrangements have relied partly on 8-percent funds. Within JTPA, these funds have allowed some especially innovative and risky programs, because programs funded by

8-percent funds need not meet performance standards. Efforts to reach especially hard-to-serve groups and experimental programs are often funded by 8-percent funds as a way of circumventing performance standards that impose too great a risk.

While the 8-percent funds have been effective in stimulating greater coordination, these resources could be more effectively used to enhance the institutional capacities for coordination. In most states 8-percent funds are treated as simply another source of funds for job training, with slightly different strings attached, rather than funds that should systematically change the performance of the job training system. By and large, states fund local initiatives, but make little effort to use the programs that are funded as models of what can be done with coordination. [21] There have been no efforts that we could uncover to evaluate which approaches to coordination work best and should be further extended in subsequent years. In many states, local programs are limited to one year of 8-percent funding, so that sustained experimentation is not possible; in these states, some local educational institutions report that they are reluctant to apply for funds because the chances of receiving grants are low, amounts are small, and there is little point in applying for a single year of funding.

In addition, the matching requirements attached to the 8-percent funds have generally been ineffective. The intent of matching rules is presumably to ensure that education institutions are substantially committed to the joint programs in which they participate. In practice, however, the matching requirement can be met by in-kind contributions, and most educational institutions find it easy to meet the requirement without contributing substantial new resources. The matching requirement therefore creates administrative problems without enhancing coordination materially.

In sum, the effects of the 8-percent funds have been mixed. The funds have been welcome as a more positive way of enhancing coordination than the usual administrative prescriptions and they have clearly supported some cooperation and some experimentation that would otherwise never have taken place. But the uses to which 8-percent funds have been put have sometimes been inconsistent with the purpose of fostering better coordination between vocational education and JTPA. This often occurs when Congress imposes a federal purpose on a program that is contrary to state (or local) preferences, particularly when it is appropriate for states to establish their own priorities. The idea of specific funding to enhance cooperation — in place of the more conventional requirements — remains popular, though the particular manifestation in the 8-percent set-aside could be further refined.

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[21] There are some exceptions; for example, California identifies some exemplary 8-percent programs and promotes visits to these programs by other JTPA administrators.

Other State Initiatives

Many states, according to our research, have done little to assert an independent state role in JTPA-vocational education coordination. They administer the 8-percent funds and establish priorities for their use, but otherwise they follow federal guidelines and remain compliance-oriented, concerned more with making sure that public funds are not embezzled than with efforts to devise more effective programs. However, a number of states have taken more independent steps to assert an independent state role, one which goes beyond the requirements of JTPA and the Perkins Act.

One case is Michigan, which has devised additional mechanisms beyond the federal requirements to encourage coordination. An example includes the Designated Educational Planning Entities (DEPEs), which are subcommittees of the PICs. Each SDA has a DEPE, including representatives from the local K-12 district, the community college, and the local area vocational school. The DEPE devises a local coordination plan and these local plans are then incorporated into the state coordination plan. The DEPE is also the unit that plans for and applies for 8-percent funds. An even more ambitious coordination effort has been devised with the leadership of the Governor: the Human Resource Investment System. This initiative, still in the development stage, proposes to bring all of the various employment-related education and training services in the state together into one integrated delivery system. The process of integration will unfold sequentially; intake will be the first service area to be integrated, followed by assessment, eligibility certification, training referrals, and finally placement services. Part of the plan is the Michigan Opportunity System of computer-coded cards. Eventually each state resident seeking to participate in any public education or training program will be given a card, which will store all necessary information about eligibility, assessment test scores, interest and aptitude test results, and the public programs an individual has already used. This "smart card" will therefore provide every program with the information necessary for intake, assessment, and placement, reducing duplication of these services and facilitating the smooth transition of individuals among the various public programs available.

Wisconsin provides another example of a state which has played an active role in defining its education and training system, rather than simply following federal requirements. The most notable initiative is the Job Centers, of which the state has so far funded four pilot projects. Job Centers provide "one stop shopping" for employment and training services, for individuals seeking employment, as well as for employers seeking qualified job candidates. These centers consolidate education and training services, including support services, in one place, integrating services and funding from a wide variety of sources including JTPA, the Perkins Act, vocational rehabilitation, adult basic education funds, welfare, customized training programs funded by the Department of Development, the federal Job Service, corrections, and state revenues appropriated specifically for the Job Centers. The Job Centers essentially combine and coordinate services rather than create new programs, and by consolidating services and programs, they intend both to eliminate duplication and to facilitate the transition of individuals among the different employment-related services available.

North Carolina has established an Inter-agency Coordinating Committee on Job Training, comprised of middle-level managers from state agencies (and some local SDAs) to improve coordination. Recently, for example, the group proposed coterminous planning periods, the establishment of local job developer groups to reduce duplication in placement, and the transmittal of state coordination criteria to appropriate staff within each agency. In addition, the state has initiated one statewide project which enhances coordination: Participant Service Centers (PSCs). The centers are located in many community colleges to provide assessment, counseling, placement assistance, and referral services to JTPA-eligible individuals within the community colleges. The PSCs are entirely funded by 8-percent funds, and therefore exemplify the use of these funds in a coherent statewide program.[22] In addition, the state has enacted programs not specifically intended as coordination projects but which facilitate coordination by making the community college system more attractive to JTPA. One of these is the Human Resources Development (HRD) program, begun in 1968 to recruit unemployed workers in community college vocational programs. The program provides assessment, career information, employability skills, job placement, and job search assistance. While the HRD program was never specifically intended to facilitate coordination, its location in community colleges facilitates the placement of JTPA clients within community colleges, and it makes community colleges more attractive to JTPA. In fact, some SDAs contract with community colleges to provide their HRD services to JTPA clients. Thus the community colleges and JTPA programs are more closely connected than in other states because state policy has fashioned a community college system more compatible with JTPA.[23]

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[22] However, there is now discussion about eliminating the PSCs because local SDAs complain that they are ineffective; and state designation of uses for the 8-percent funds is inconsistent with a model which emphasizes that local PICs should establish priorities for coordination.

[23] Another North Carolina initiative that might help bring community colleges and JTPA closer is the Focused Industrial Training Center (FIT) program, which funds firm-specific skill training to new or expanding firms through community colleges as part of the state's economic development policy. Because these customized training programs are more like the short-term, open entry/open exit programs funded by JTPA than other community college programs, it might be easier to place JTPA clients in FIT programs than in the regular programs of community colleges — as is often the case in other customized training programs. However, in practice there appear to be few JTPA clients in the FIT program because most of the trainees have already been hired by the companies involved, using their own hiring criteria, which are likely to discriminate against those

In the other states we visited, the state agencies responsible for vocational education and JTPA have taken no special steps beyond the requirements of administering 8-percent funds and complying with federal requirements about cooperation. Just as states have responded in varying degrees to the opportunities within JTPA to expand their role, in the area of coordination between JTPA and vocational education we can see a variety of approaches from active to passive.

III. The Local Role: Alternative Models of Coordinating Vocational Education and JTPA

The federal role in enhancing coordination between vocational education and job training programs is, in a formal sense, quite limited. Within JTPA, the 8-percent funds that directly support coordination are, after all, only a small proportion of total allocations to states. The funds which local programs have at their disposal constitute 78 percent of each state's allocations, and — while these funds are subject to the formal coordination requirements embedded in JTPA — in practice local programs have great autonomy to spend these funds as they wish. Within vocational education, federal funds from the Carl Perkins Act are only a small fraction of total spending for vocational education. At the postsecondary level, Perkins funds account for roughly 1.6 percent of total resources in community colleges and technical institutes, and between 2 and 4 percent of resources for vocational education in these institutions.[24] At the secondary level, Perkins funds are generally thought to account for 5 to 10 percent of vocational spending. While federal funds often represent a large part of discretionary revenues in vocational education and their influence is disproportionately large — "the tail wags the dog" is the obligatory description — vocational programs can still be quite independent of the federal role. It is therefore inappropriate to concentrate on the formal federal mechanisms designed to enhance coordination; the presence or absence of coordination is much more a function of what local programs decide to do with the majority of their resources than a function of what happens with 8-percent funds or the coordination mandates in the Perkins Act and JTPA.

At the local level, concentrating by design on exemplary efforts, we encountered an enormous array of programs. The amount of innovation and experimentation is amazing; the number of new programs and hybrids of existing programs is astonishing. The resulting variety is precisely what one would expect from public programs designed to allow local initiative and creativity and the adaptation of programs to local conditions. In that sense the systems of

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eligible for JTPA. Nor does the state make any effort to induce companies to hire the economically disadvantaged for the FIT Program.

[24] W. Norton Grubb, *Long Time A'Comin': Options for Federal Financing of Postsecondary Vocational Education*, MPR Associates for the National Assessment of Vocational Education, January 1989.

vocational education and job training established in this country must be considered successful. But the variety of programs also makes the "system" seem chaotic and disorganized, particularly from the federal level. It makes data collection and generalizations about what is happening nearly impossible. The evaluation of this "system" — rigorous attempts to ascertain which of its components are the most effective in enhancing employment for which kinds of individuals — has so far eluded the best efforts.[25]

In this embarrassment of riches, it strikes us as foolish to attempt any formal census of coordination activities. The variety of activities is too great and still too imperfectly understood for responses to any census to be very meaningful. Instead, we have chosen to describe the coordination efforts we saw at the local level according to seven distinct models, without making any precise estimate about how common each model is, or the conditions under which each arises. Of course, some local efforts do not fit precisely into just one model, and when we extend our site visits beyond the original seven states, we expect to find yet other models. Still, describing these models, and the variations on each kind of model that exist, is the best way to illustrate the variety of local efforts, to identify their commonalties, and to clarify the ways in which they may be more effective than the programs developed independently by JTPA and by educational institutions. The evaluation question — the judgement of which of these models is in fact more effective than any other — is a difficult issue that cannot at this point be addressed. But describing the different models at least provides some insight into why some of these coordination efforts may be more effective.

1. JTPA subcontracts with community colleges and adult schools

By far the most common form of coordination at the local level arises when SDAs subcontract for some of their services with community colleges, technical institutes, regional vocational schools, or the adult schools run by K-12 school districts. Most SDAs use an RFP process to allocate their funds. Educational institutions may compete against community-based organizations (CBOs) and other agencies for JTPA funds and win on the merits of their proposals. Often, however, a stable relationship develops between an SDA and a particular institution, so that contracts are renewed year after year. Stable relations develop when a college, or any contractor, proves it can run a successful program.

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[25] The irony of JTPA is that, although it is performance-driven, it is not evaluation-oriented, and no serious evaluations of its effects have been completed yet. There are some efforts to ascertain the effects on earnings of vocational education, most of them at the secondary level and most of them showing little effect of vocational programs, but there are serious econometric and conceptual limitations of the research performed so far. For a theoretical effort to clarify the possible effects of vocational education, see David Stern and W. Norton Grubb, "Factor Complementarity, Skill Specificity, and the Distribution of Benefits from Vocational Education," presented at the annual meeting of the American Economic Association; University of California, Berkeley, December 1988.

While educational institutions can be found providing many different services to JTPA clients, they usually offer services that are traditionally part of their educational mission, especially classroom training and remedial education. Some JTPA programs also use community colleges to assess their clients, especially where community colleges have well-developed assessment and counseling centers. An example is North Carolina's use of the Human Resources Development programs in the community colleges to provide assessment and counseling to JTPA clients. It is rare to find JTPA programs using educational institutions for recruitment, for work experience programs, or for placement, since these functions are either incompatible with the traditional educational mission of these institutions or are better done by other organizations.

When educational institutions subcontract for JTPA services, they provide the services in different ways. In some cases a community college will establish a basic skills program or other classroom-based program in a facility separate from the rest of the college, using non-college instructors, and usually following a schedule different from the conventional academic calendar. In this approach the college is simply acting as any entrepreneurial institution would, providing educational services for a price, but not making use of the other facilities or resources of the college. (This approach is most frequently used when SDAs subcontract for an entire class or program.) In this case, no real coordination takes place, and the result may not be much different from the program that a community-based organization would provide.

At the other extreme, many SDAs purchase "slots" in community colleges for individual clients, who then attend regularly scheduled classes. JTPA typically pays the tuition and fees of its clients in these slots, and usually pays for ancillary services — remedial education, counseling, or tutoring — to support clients' participation in the college. The JTPA client attending regular community college classes usually has access to the other services of the community college. In some cases, JTPA clients are encouraged to move into the "regular" college program in order to receive longer-term training in certificate or Associate degree programs (when this does not conflict with performance standards). Finally, for JTPA clients enrolled in this way, the college helps the student apply for Pell grants and other student aid, providing another potential form of governmental support in addition to JTPA funds and state revenues. In this approach there is substantial coordination, especially in the sense that JTPA can draw on the comparative strengths of the community college.

In some cases, the JTPA client generates state revenue (or "ADA money," since many community colleges are funded on the basis of average daily attendance or ADA), and therefore JTPA need pay only for part of the total costs. This means that community colleges sometimes have cost advantages over CBOs, despite the fact that CBOs usually have lower costs for instructors and overhead than do colleges. In some areas, including Greensboro, North Carolina, SDA officials stated that they contracted with the community college because of its cost advantage, not because its programs were necessarily better than those of other providers. In SDAs where funding for colleges or technical schools is not based on enrollment, it is more common for the college to charge JTPA the full cost (at least the full variable cost) of training JTPA participants. This often makes the public school more expensive than its private competitors, but many schools still have full-cost JTPA contracts. Kentucky has a vocational system with an excellent reputation and a dearth of private providers, which allows many vocational-technical institutes to secure JTPA contracts that cover the full cost of training.

2. Systematic allocation of functions to specific institutions

A somewhat more systematic approach for selecting subcontractors for particular JTPA services has been developed in some areas. For example, in Kalispell, Montana, JTPA administrators and local educators bring together different service providers with different funding sources to create comprehensive programs. A CBO will use JTPA funds to recruit clients and provide initial assessment and counseling services, the community college provides skills training, and the federal Job Service provides placement services. Missoula also exemplifies this kind of approach, though in a more informal way. Representatives of local educational institutions, community-based organizations, and JTPA meet each week at a Wednesday "Roundtable" in the office of the county high schools to discuss the most appropriate placement of each client. (The small size of Missoula facilitates this kind of attention to individual clients.) In Milwaukee, the HIRE dislocated worker program operated by the AFL-CIO operates in a similar way. AFL-CIO staff, who often have natural connections with potential participants through unions or firms, contact potential participants and provide an initial assessment. Career counseling and training are provided by the Milwaukee Area Technical College (using both JTPA Title II funds and state revenues), placement services are provided by the Job Service, and United Way staff are responsible for support services, including intensive counseling.

The systematic allocation of particular functions to the programs that can best provide them suggests a rational division of labor among the different institutions of the education and training "system" — a more carefully-considered approach than the simple subcontracting model. Its implications for coordination between JTPA and vocational programs are similar. In both cases community colleges and other educational institutions provide training for JTPA clients (sometimes in separate facilities, but often in regular programs) using both JTPA funds and the state revenues that normally support these institutions.

Both the first and second models of coordination have a potential for changing JTPA programs in ways that have not been widely acknowledged. Contracts with community colleges and other educational institutions that receive ADA funds for JTPA clients convert what is nominally a federally-funded program into a program combining federal and state funds.[26] It is impossible to estimate, in any state we visited, how much state revenue supports JTPA clients in this way; nonetheless, there is no question that the state resources are substantial.[27] At the local level we found JTPA contracts where the services were virtually free to the SDA; the costs were covered by educational institutions and other public programs available as entitlements to all residents, whether or not they were enrolled in JTPA. Therefore it is inaccurate to view JTPA, as some states do, as solely a federal program in which states need not assert any special role.

The model of JTPA clients enrolled in regular public education potentially provides a richer array of educational services and programs to JTPA clients, especially if the resources of an entire community college are opened to them. Because transitions among institutions are so difficult for many people, this model might facilitate the transition into formal postsecondary education with its array of certificate, Associate, and Bachelor's degree programs. In this sense, providing basic skills or vocational skills training in community colleges may be superior to providing this training in community-based organizations which have no direct access to other educational offerings.[28]

As a corollary, this approach to training provides a mechanism by which the short-term training which JTPA provides can be stretched into longer-term training. Given the serious skill deficiencies of many JTPA clients, it is doubtful that very short training periods — typically twelve to eighteen weeks — can adequately prepare them for employment, and certainly skilled positions at higher pay require longer periods of education. In earlier evaluations of CETA, longer programs were found to be more effective than shorter programs,[29] again suggesting that the shorter training periods of JTPA may be less appropriate than the longer training of vocational education. Indeed, in several states we visited there is widespread recognition that there is no "quick fix" that can help the people JTPA serves, and that longer-term training is necessary. Given the pressures within JTPA to provide short-term training at relatively low cost, coordination with community colleges and technical institutes is one good way to extend JTPA programs.

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[26] Indeed, individuals in these cases get support from JTPA, state ADA funds, and Pell grants or other federal and state financial aid. The subsidy per person in this situation may be remarkably high, and certainly far in excess of JTPA funds.

[27] Local programs report information to the state level on the characteristics of recipients and on performance measures, but they need not report any information about the services they receive or the kinds of institutions in which they are enrolled. Therefore no state has information on the numbers of JTPA clients served in community colleges or area vocational schools, let alone how much state ADA money they generated. Nor has the information even been collected, to the best of our knowledge, by any of the state educational agencies.

[28] On the other hand, many JTPA clients will not attend any school-like institution, and for them access to additional services may be possible only through community-based organizations.

3. Using JTPA to provide supportive services

The two previous models are examples where JTPA programs use vocational programs in various ways. The converse is a relationship which allows community colleges and technical institutes to fund supportive services for their students who are JTPA-eligible by drawing on JTPA funds. For example, the community colleges in North Carolina use JTPA funds to help support their Human Resources Development programs and Participant Service Centers, providing counseling, assessment, and remediation. Other colleges have agreements with JTPA to fund child care and transportation costs for their students who are enrolled in JTPA. For example, JTPA-sponsored students at the Fresno Community College Vocational-Technical Center receive assistance with child care and transportation. Some SDAs also pay stipends ("needs-based payments") to participants in classroom training (which was common in Kentucky) or help students cover their living expenses while enrolled in classroom training by placing them in subsidized part-time jobs ("try-out employment" or "work experience"). Since community colleges and technical institutes enroll many students with low incomes, or who are in another of the JTPA-eligible categories (especially displaced homemakers), this approach can in theory provide supportive services for many postsecondary vocational students, though obviously it can do nothing for the large numbers of students who are not eligible for JTPA.

This particular approach to coordination, like the allocation of different functions to different institutions, exploits some of the comparative advantages of different programs. Educators have generally not viewed supportive services as the responsibility of education, and vocational education provides very few supportive services,[30] even though the high dropout rates from postsecondary vocational education are almost surely due in part to shortages of supportive services and student aid in community colleges and technical institutes.[31] However, job training programs have always recognized the need for supportive services, and specifically provided funding for such services. This approach to coordination therefore helps correct a gap in vocational education.

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[29] Robert Taggart, *A Fisherman's Guide*, op. cit.

[30] While Perkins funds can be used for supportive services, in fact very few states allocate any Perkins funds for these purposes.

[31] For information on dropouts in postsecondary vocational education, see W. Norton Grubb, "Dropouts, Spells or

Given our case study methods, we have been unable to determine how common it is for vocational education programs to draw upon JTPA for supportive services. However, we suspect that this model is not especially common, since funds for supportive services in JTPA are limited to 15 percent of local allocations[32] and are generally thought to be inadequate.[33] Given these strictures, it seems likely that most SDAs will be able to provide supportive services only for their clients, rather than searching for JTPA-eligible individuals in other institutions that might also benefit from supportive services.

4. Customized training which includes JTPA clients

Another model of cooperation arises where community colleges and technical institutes provide customized training for particular firms and include JTPA clients among the trainees. For example, in Kentucky the Bluegrass State Skills Corporation facilitates the development of industry-specific training to lure new employers to that state. Several postsecondary technical institutes have combined their own funds and those from the Bluegrass State Skills Corporation to establish customized training programs in which some positions paid for by JTPA are reserved for JTPA clients. In Iowa, the customized training programs established with the community colleges' bonding authority can include JTPA clients. In a variant of this approach, Kirkwood Community College in Iowa established an Automated Literacy Program in response to the needs of four local companies who needed employees trained for automated production technology. The program, with equipment funded by a special state lottery equipment fund and partial funding from JTPA for a coordinator, enrolls groups of JTPA clients. In North Carolina the Focused Industrial Training (FIT) program provides specific skills training to new or expanding firms as part of the state's economic development efforts. These programs are operated by nineteen community colleges, either at the firm's location or the college campus. North Carolina's New and Expanding Industry program includes some JTPA clients, since in some cases the trainees are referred for training by the state's Employment Security Commission, though in other cases the firm itself chooses the trainees, from existing or prospective

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Time, and Credits in Postsecondary Education: Evidence from Longitudinal Surveys," *Economics of Education Review*, forthcoming.

[32] More precisely, funds for administration and supportive services are limited to 30 percent, and administrative funds are limited to 15 percent, so an SDA can use more than 15 percent for supportive services if it reduces administrative expenses below 15 percent.

[33] See, for example, Robert Cook, op. cit.

employees. As a result, relatively few JTPA clients have been included.

Customized training programs lend themselves to cooperation because they are shorter than certificate and Associate degree programs, and therefore more compatible with JTPA standards of program duration and cost. They also allow JTPA programs to obtain training at lower cost than would otherwise be the case, again because some costs are borne by the postsecondary institutions involved, or by a state's economic development program like the Bluegrass State Skills Corporation. A further advantage of this model is that it can in some cases lead to longer-term training, because the customized training program is located within a community college with longer vocational programs, and thus JTPA clients are at least introduced to postsecondary education. For example, at Kirkwood Community College in Iowa, JTPA clients can enroll in an Associate degree program in automated technology after completing the Automated Technology Literacy program, which is identical to the first 13 weeks of the Associate program. How often JTPA clients make the jump into regular community college programs, in this or any other program, is unknown, however.

5. Integrating funds in new institutions

Yet another model of coordination emerges when new institutions are established that integrate funds from several different sources. These new institutions take on a variety of configurations, but they are clearly different from the other organizations in the education and training system, such as community colleges or CBOs. One example is the Job Centers in Wisconsin, established to provide "one-stop shopping" for both individuals in need of training and employers looking for workers. Anyone in need of training can apply and will be referred to services according to their needs and eligibility. The Centers, created by state legislation, are supported by some general state revenues and by Perkins funds, JTPA funds, AFDC revenues for welfare recipients, vocational rehabilitation revenues for the handicapped, adult education funds, resources for customized training from the Department of Development (the state's economic development agency), and the federal Job Service. The Job Centers are different from the systematic allocation of funds to different programs and institutions in "Model 2" above, partly because the integration of programs is more complete. The state is also attempting to create a separate identity for the Job Centers so that individuals and employers will know where to apply for training and employees.

The Job Centers were creations of the state of Wisconsin, but distinct institutions combining funds from several programs are often local creations. The Fresno City College Vocational Training Center is an example: it combines several sources of funds, including JTPA

8-percent funds, 78-percent funds from the local SDA, and resources from the California's welfare-to-work program, as well as Perkins funds and regular community college funding. Although this Center is operated by a community college, it is a physically separate facility and operates on a different schedule, so that it is effectively a different institution. Similarly, the Job Co-op program of Alamance Community College in Burlington, North Carolina, combines revenues from eight different programs and uses the services of 19 local institutions. Its main component is a job club which serves a variety of clients; other programs (supported work, job coaching, and job enclave programs) are designed specifically for handicapped individuals. While it uses resources from the community college, it is distinct from the college and provides programs that are very different from conventional certificate and Associate degree programs.

Sometimes these new institutions have specific purposes. For example, the Career Training Institute in Helena is one of thirteen centers for displaced homemakers throughout Montana. It combines funds from JTPA (both Title II-A funds and 6-percent incentive funds), Perkins funds, state revenues specifically allocated for the displaced homemaker centers, and resources from the federal Job Service for placement. It is also unique because it concentrates on one particular population — displaced homemakers.

These hybrid institutions are quite complex, since they incorporate funds from so many different programs and consequently have to juggle many different regulations, reporting requirements, eligibility standards, and accountability mechanisms. They provide an example of almost complete integration of different programs, since some of these institutions do not differentiate among individuals enrolled in different programs. The services provided are similarly identified as part of the institution itself rather than as part of any specific program providing funding. This approach can in theory avoid the gaps which exist in most education and training programs, such as the lack of supportive services in vocational education, the lack of long-term training in JTPA, or the lack of effective placement services.

On the other hand, the hybrid institution may add yet another participant to the existing "system" of vocational education and training institutions if it coexists with, rather than replaces, other programs. In some respects these new institutions look like the skills centers[34] that were established under the Manpower Demonstration Training Act of the 1960s, and which have been the butt of complaints about duplication. Ironically, then, it is possible that new institutions established to integrate existing programs could have the effect of complicating rather than simplifying the existing "system," and exacerbating rather than eliminating duplication. However, the ones we visited appeared to greatly improve services and coordination. Without knowing more about how these institutions operate and how effective they are, it is difficult to judge whether or not they are the resolution to the problem of coordination.

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[34] Skills centers are typically small schools established to provide occupational training to those enrolled in public assistance programs (CETA, WIN, JTPA, etc.). Skills centers were more popular under the CETA program, which was funded at a level that could support separate institutions. However, skills centers still operate in many parts of the country.

6. Enhancing services to high school students

Most of the examples of exemplary coordination we saw involved postsecondary institutions (including adult schools) rather than high schools, because the majority of JTPA clients are either high school dropouts or are considerably older than high school students. However, we saw one approach to coordination that involves high school students. A common priority for JTPA funds targeted to youth is to reduce high school dropout rates, and JTPA programs often do so by providing special resources to students identified as likely to drop out. For example, the Student Transition and Retention (STAR) program of Rancho Santiago Community College in California works with three feeder high schools to identify students who are a year or more behind in their coursework and are therefore likely to drop out before completing high school. The program then provides ESL (English as a Second Language) to those who need it, counseling and career assessment, placement in part-time work, weekly support group meetings, and tutoring, all designed to increase the likelihood that students will complete their high school diploma. In addition, classes in standard high school subjects are smaller than in the regular high school, and the staff has better credentials than most high school teachers. Funds for the program come from regular state revenues for community colleges and from JTPA 8-percent funds.[35] The real advantages of the program are that the resources directed at these students are far greater than they would be in a conventional high school, and the program they receive is more intensely focused on graduation, with the electives and the "frills" of the conventional high school eliminated.

The STAR program is operated by a community college, but in other cases local SDAs provide services directly through high schools. For example, in Fayetteville, North Carolina, the Cumberland County Schools offer employability skills courses for handicapped and economically-disadvantaged students in eight high schools, with 8-percent funds underwriting supportive services and a 78-percent grant covering part of the teachers' salaries. The remaining costs are covered by state and local funds for vocational education, as well as some Perkins program improvement funds, which went to develop a new computer system to track the attainment of competencies. While these programs take place in high schools, the local PIC has identified the core competencies which students must master to be considered positive terminations for JTPA purposes. In Los Angeles and many other SDAs nationally, high school students in JTPA try out employment through the high schools. Summer youth programs also receive employability training through the high schools. High schools have contracts for competency training, recruitment, and counseling services and often work closely with JTPA to serve disabled students.[36]

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[35] In this particular program students generate ADA for the community college, but the high school from which they come must release them and loses the ADA they would otherwise generate. This provides a fiscal disincentive for high schools to participate in such a program; on the other hand, they lose students that would most likely drop out of high school anyway.

In effect, this model of coordination between education[37] and JTPA identifies certain students who are failing in conventional high schools and provides more resources and approaches that are different from the usual high school model of didactic teaching, teacher-directed classes, large class sizes, and impersonal settings. While these approaches — with smaller classes, more varied instructional methods, and more individual attention — might work better for all students at all levels of their education, they would also be prohibitively expensive. In effect, JTPA provides a mechanism for providing extra resources for a selected group of students and for modifying the program of instruction in ways that the public schools cannot, without completely changing the culture of education.

7. Community college administration of JTPA

A final model of coordination appears in Iowa. There are 16 SDAs in the state, and half of them are administered by community colleges; the other half are administered by a variety of local employment offices and Councils of Governments (COGs). In theory, community college administration of JTPA programs provides an opportunity for perfect coordination between JTPA programs and postsecondary vocational education,[38] since there are no turf battles or institutional barriers between JTPA and vocational education. In practice, however, the state and local administrators we interviewed did not think that joint administration fostered coordination. Administrators related anecdotes about community colleges where the JTPA staff did not have good working relationships with those operating the college's other vocational programs. These stories were testimony to the explanation of personal relationships — that good coordination depends above all else on the good personal relationships between those responsible for JTPA programs and those administering vocational education — and suggested that administrative arrangements may not by themselves foster coordination.

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[36] See Gary Hoachlander, Susan Choy, and Cynthia Brown, *Performance-Based Policy Options for Postsecondary Vocational Education*, MPR Associates, Inc, for the National Assessment of Vocational Education, forthcoming.

[37] It is worth noting that the coordination in this model involves JTPA and education, but not necessarily high school vocational education.

[38] In addition, because the state's Department of Education operates community colleges as well as high schools, community college administration should also facilitate coordination with high school vocational programs as well.

The unanimous opinion in Iowa that community college administration fails to enhance coordination is somewhat puzzling, and we plan in the subsequent year to investigate this model more fully.

IV. Incentives and Barriers to Coordination

From information about the use of 8-percent funds, and especially from our visits to local programs, it is clear that a great deal of coordination between vocational programs and JTPA exists. Particularly at the local level, there are many creative efforts to combine the resources of different programs. Many administrators focus solely on the development of better programs for their clients, trying hard to break through the bureaucratic and programmatic barriers to coordination. Nonetheless, the same individuals who have been successful at developing exemplary programs also acknowledge how hard coordination can be. Because we chose to examine exemplary efforts, we did not visit programs where educators and JTPA administrators continue to view each other with distrust and hostility. Clearly, a great deal of coordination is taking place, but the barriers to coordination remain formidable.

Among the factors which promote coordination, state and local administrators almost uniformly credit federal requirements with heightening knowledge about other programs and increasing consciousness about the need for coordination. Very few would reduce or eliminate these requirements, though most also felt that federal mandates to share information and to trade board members have gone about as far as they can, and that any further requirements would be both ineffective and unenforceable. (One possible exception is making coordination requirements symmetric in JTPA and the Perkins Act, to require that vocational educators have the same rights to information and review that JTPA administrators now have over vocational education plans.) Similarly, everyone agreed that the availability of resources for coordination — the 8-percent funds — had stimulated coordination in several different ways: many programs that are operated by educational institutions but that serve JTPA clients have been established; many of these programs would not have existed without the 8-percent funds. Educators and JTPA administrators have been forced to work together to develop proposals for 8-percent funds.

Ironically, however, the lack of resources is also widely cited as promoting coordination. The real resources available for job training declined drastically when JTPA was enacted, and appropriations for both JTPA and the Carl Perkins Act have failed to keep pace with inflation during the 1980s. At the same time, the perceived needs for vocational education and job training have increased: high school dropout rates have gone up, poverty has increased since the late 1970s, and unemployment has been higher during the 1980s than it was during the 1970s. Even though national unemployment rates have declined since the 1982-83 recession, some regions of the country — especially those with economies dependent on manufacturing, agriculture, and raw materials — have continued to experience high unemployment. The combination of declining real resources and increased needs has forced local programs to search for efficiencies in every way possible, and efforts to coordinate programs are often the result. Although coordination cannot be forced by fiscal pressures, providing resources specifically for coordination while withdrawing resources elsewhere in the education and training "system" creates powerful incentives for coordination.

However, the most commonly mentioned factors contributing to greater coordination are personality and familiarity. Educators and JTPA administrators invariably see coordination as the result of close personal relationships among those responsible for programs, and of individuals who are charismatic or aggressive enough to get others to work together. Very often exemplary programs were described as the creations of particularly forceful individuals, or as the result of long-time friends working together, and many of the exemplary programs to which we were directed were in rural areas where "everyone knows each other." The importance of networking and personal contacts was stressed repeatedly.

There is obviously a great deal of truth in this view of coordination. Hostile personal relationships can obviously thwart any attempts to coordinate. Given the bureaucratic barriers to coordination, it requires aggressive individuals with a clear sense of purpose to generate new approaches, within either vocational education or job training programs. However, this view does not provide much help to policy makers seeking to enhance coordination — or to clear away the barriers to coordination — because it is difficult to think of how to hire only charismatic individuals into public programs, or how to facilitate networking. No doubt the Office of Management and Budget would frown on funds within the Perkins Act or JTPA — call it the "2-percent 3-martini lunch set-aside" — to facilitate long lunches and closer working relationships. Instead, we prefer to interpret personality and personal relationships as *necessary but not sufficient* to enhance coordination. That is, even forceful individuals and strong personal relationships cannot enhance coordination under certain circumstances, even though it may be true that most exemplary coordination efforts have these elements in common. Given that policy can do little to improve the personal aspects of coordination, it should concentrate on making sure that the other barriers to coordination are removed.

Some of the most widely cited barriers to coordination are simply those aspects of programs that make them what they are, and eliminating these elements would destroy the programs as we know them. For example, the eligibility restrictions in JTPA are frequently cited as barriers to coordination by vocational educators, who must serve a broader population; but eliminating these eligibility requirements would destroy a critical aspect of JTPA — its emphasis on individuals who are the hardest to train and employ. Similarly, the differences between vocational education and job training — the emphasis of one on longer-term and more general preparation, and the focus of the other on short-term training — is also a fundamental difference, not merely a "barrier" that could easily be eliminated. Where the purposes of the two programs come together — for example, in shorter-term vocational programs like customized training — then coordination may be easier; but the education and training "system" will continue to include programs as different as basic remedial education and job readiness programs alongside sophisticated two-year robotics and CIM (computer-intensive manufacturing) programs, and no effort will be able to coordinate these different purposes.

There is also an asymmetry in federal efforts that hampers coordination. Nearly 100 percent of funding in JTPA programs comes from the federal government,[39] so it is reasonable to expect that federal job training policy will be locally implemented. However, the Perkins Act provides a very small fraction of vocational education funding, especially at the postsecondary level, so that federal policy is inherently weak as a lever over local programs. Given this asymmetry, it is possible to force JTPA programs to approach educational institutions; it may be feasible to lure vocational education to participate with JTPA, especially by providing resources (like 8-percent funds or local contracts with 78-percent funds), but it is difficult to force them to do so. The oft-cited reluctance of some community colleges and technical institutes to cooperate with JTPA, or to apply for JTPA funds, is sometimes due to the fact that JTPA provides too few resources with too many administrative burdens and too much risk to be worth the effort. (This comment emerged particularly with respect to 8-percent funds, which in some states involve small amounts of money, sometimes for one year only, and so many applicants that the probability of receiving a grant is low.) As long as the Perkins Act and JTPA take their current forms, with roughly constant levels of funding, this asymmetry will persist.

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[39] However, it is important to note again that coordination with community colleges and technical institutes means that unknown amounts of state revenues flow to JTPA clients through state ADA funds for these institutions.

Other barriers involve administrative and bureaucratic details, and these have been the most common targets of efforts to enhance coordination. Examples include differences in reporting requirements, in definitions, in the timing of fiscal years and administrative requirements, and in the geographic boundaries of local institutions. Some states have taken steps to eliminate these barriers, for example by making SDA boundaries consistent with community college catchment areas or vocational regions, or by releasing RFPs for both Perkins funds and JTPA 8-percent funds at the same time to facilitate applications combining funds from both sources.

One administrative mechanism often cited as a barrier to coordination involves the performance standards and performance contracts of JTPA. Many SDAs use performance-based contracts and reimburse service providers only for clients who are successfully placed. JTPA administrators often claim that vocational educators are not placement-oriented and are unwilling to incur the risks of not being reimbursed for some of their costs. (Indeed, in Wisconsin vocational administrators claimed that community colleges were forbidden by statute from incurring unfunded obligations and some college administrators have interpreted this as effectively prohibiting them from accepting performance contracts.)

However, there are many ways around this potential barrier. Performance contracts are not uniformly used; among the states we visited, SDAs in Montana, Iowa, and North Carolina used performance contracts rarely. Programs funded by 8-percent funds are not included in calculating performance measures, so they are not subject to this limitation. In Wisconsin, one technical college has persuaded JTPA to accept enrollment in an educational institution as a positive placement for youth, facilitating programs provided to JTPA youth clients that are intended to help them enter the regular community college programs. Other states and individual SDAs have experimented with educational competencies rather than placement as measures of performance, and programs to serve youth have been especially active in developing competency-based standards. Finally, the extent of cooperation we saw at the local level clarifies that many community colleges, technical institutes, adult schools, and area vocational schools are perfectly comfortable with performance-based contracts, and vocational education cannot be uniformly characterized as hostile to performance standards.[40]

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[40] It is also inappropriate, in our view, to characterize community colleges as more risk-averse than other institutions, as many JTPA administrators do. All institutions are risk-averse, and those that participate in JTPA are constantly trying to shift the risk inherent in performance-based systems onto others. The organizations that end up bearing the greatest risks tend to be those that have no alternatives — like community-based organizations dependent on JTPA for their survival — not those that are most willing to take risks. Community colleges have other funding sources, so there is often no need for them to participate in programs with substantial risks.

Other barriers to coordination are political rather than administrative. In many large cities, JTPA programs subcontract with community-based organizations that represent specific constituencies — particular neighborhoods, for example, or blacks, Hispanics, different groups of Asian-Americans, women, or the handicapped. These special-interest CBOs often have considerable political clout, and use this power to win and keep JTPA contracts, effectively constraining how an SDA spends its money. The finding that some SDAs are effectively run by service providers rather than by their PICs or SDA staff is testimony to this power.[41] Such CBOs may be very effective in recruiting and training members of their particular target populations, and they often have staffs which are enormously energetic and dedicated. However, their existence hampers efforts to coordinate JTPA and public education because the allocation of JTPA funds to high schools and vocational programs would require diverting resources away from special-interest CBOs, which is often politically impossible. Consequently, many of the exemplary coordination efforts to which we were directed by state agencies were in rural areas, where special-interest CBOs are comparatively rare (and educational institutions are often the only institutions around that can participate in JTPA).

It is difficult to evaluate these political barriers to coordination. In some cases they may prevent resources from being used in more effective ways, by keeping JTPA funds in politically powerful but ineffective service providers. On the other hand, community-based organizations may be especially effective in meeting the training-related needs of members of their communities, and their staffs are often dedicated and hard-working. At the moment there is absolutely no information about which service providers are the most and least effective for particular kinds of JTPA clients. In the absence of better information, it is impossible to conclude whether politically-motivated concentrations of JTPA contracts in the hands of community-based organizations — rather than public educational institutions — are generally helpful or harmful.

V. Conclusions and Recommendations

In summation, we found remarkably little evidence of duplication of efforts between vocational education and JTPA programs in the seven states we visited. Most state and local administrators do not think that duplication is a particular problem, and many of those who claimed duplication to be widespread were unable to provide specific examples. The differences between vocational programs and JTPA — in the populations they serve, the kinds of services they offer, and their approach to vocational preparation — make duplication unlikely. Often, what appears to be duplication serves a specific purpose, like reaching a hard-to-serve population or providing services on a flexible basis, and cannot be considered duplication. Much of the apparent duplication may therefore be beneficial because it creates competition among programs, allows them to fill a variety of needs flexibly, and produces a system with more variation in the programs offered. We conclude, then, that the obsession with duplication that has motivated past efforts to coordinate vocational education and JTPA is unfounded. Instead of concentrating on the problem of duplication, coordination should be viewed as a way to develop more effective programs.

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[41] See, e.g., Cook, op. cit.; and *Final Report on a Coordination Study of the SJTCC and JTPA*, Arthur Young with Training Research Corporation for the California State Job Training Coordinating Council, Sept. 1, 1988.

We found that states comply with the coordination requirements in the Perkins Act and JTPA. Furthermore there is universal agreement that these requirements have facilitated closer relationships between the two programs; at the very least, they have forced officials to inform each other and have created more opportunities for personal contact. Some states have developed other initiatives to further cooperation. Some of them — notably North Carolina — have introduced practices which make their community colleges more compatible with JTPA clients and programs, which in turn facilitates coordination. However, most states simply fulfill federal requirements pertaining to coordination without any additional initiative. In these states, whose administrators tend to feel that local programs should have relatively greater power, it appears that forcing a more active state role — for example, by imposing yet more strenuous requirements for coordination — would not be especially productive.

State and local officials agree that the 8-percent funds have stimulated greater coordination, by funding joint activities and innovations which could not exist without these funds. In part, the success of the 8-percent funds depends on the establishment of state priorities. Most states established priorities consistent with federal intent, using 8-percent funds for hard-to-serve populations or those at great risk (especially potential and actual high school dropouts). However, it is also possible for states to comply with the letter of the 8-percent set-aside but to violate its intent to foster greater coordination; the use of these funds for welfare-to-work programs in California and for economic development efforts in Kentucky are examples. Furthermore, there has been little effort in most states to use the programs supported by 8-percent funds as models or exemplars for others, or to use these resources to systematically build the institutional capacities of the two systems to cooperate.

At the local level, where we asked to see exemplary cases of coordination, we found a variety of innovative approaches. Several of the models we identified — particularly the practice of contracting for JTPA services with postsecondary institutions and the efforts to systematically allocate certain functions to specific institutions — suggest efforts to determine a rational division of labor among the various institutions of the education and training system. The use of community colleges and postsecondary technical institutes by JTPA programs also converts JTPA from a wholly federally-funded program to one which, by generating state ADA funds, is supported by both federal and state resources. This kind of cooperation also presents opportunities for JTPA clients to enroll in longer programs than would otherwise be the case. Similarly, the use of JTPA funds to provide supportive services to some community college students indicates efforts to combine the different strengths of the programs. The development of hybrid institutions, integrating funds from many sources, and the efforts to supplement services to high school students with JTPA funds are other creative efforts which attempt to generate more effective programs. While the actual effects of such models on JTPA clients and postsecondary students have never been examined, these approaches are more interesting, and potentially much more valuable, than coordination efforts which aim merely to eliminate duplication.

Despite the amount of innovation in developing cooperative arrangements at the local level, there remain many barriers to coordination. But aside from some technical barriers, like the timing of fiscal years and differences in program boundaries, many of them involve factors — like personal contacts — that cannot be easily changed by federal regulation; others involve elements of vocational education or JTPA which are essential to the kinds of programs they are; and others (like the use of special-interest CBOs) could be changed (at great political cost) but might or might not make programs more effective. Furthermore, because of our finding that most exemplary coordination efforts are local initiatives, rather than the result of state or federal policies, we fear that any additional requirements or mandates related to coordination might further hamper local creativity — without necessarily having any positive influence on coordination. In the absence of better information about which approaches within the education and training system are most effective for which individuals, there is little justification for making any Draconian changes in federal policy about the coordination of vocational education and JTPA.

There are, however, several changes that might facilitate coordination over the long run. One is for Congress to clarify the intent of the 8-percent funds, and for the Department of Labor to scrutinize the use of 8-percent funds more carefully. In several cases these funds are being used for purposes which are — while within the letter of the JTPA legislation — very different from the goal of promoting the institutional capacity to cooperate; the use of funds in California for the state's welfare-to-work programs and in Kentucky for training Toyota workers as part of the state's economic development strategy are examples. In some states these funds are allocated to local institutions in ways that don't foster much cooperation. In other cases, 8-percent revenues are being used to develop model programs and enhance coordination, but the innovations are not used as models for other programs, and some of them disappear when 8-percent funds dry up. If the purpose of these funds is to facilitate coordination, rather than to create a fund that states can use as they see fit, then federal administrators should examine the ways states use these funds more carefully and should be sure that they comply with the intention of Congress.

However, vocational educators and JTPA administrators alike agree that the 8-percent funds have been important in fostering better cooperation and in generating novel approaches. From this viewpoint, it would be unwise to eliminate the 8-percent set-aside.[42]

In addition, Congress should consider revising the matching requirement, since there is general agreement that this has been ineffective while still creating administrative difficulties. Its abolition would not affect current programs very much and might even encourage the participation of some educational institutions that find the burdens of devising in-kind matches not to be worth the small amounts of money they are likely to receive. At the other extreme, Congress could make the matching requirement more potent by requiring cash rather than in-kind matches. This might increase the commitment of those educational institutions that participate, but it would almost surely drive away many others — particularly those without surplus resources — who would consider this one more reason not to participate in JTPA.

Many states allocate 8-percent funds with RFP mechanisms which include requirements for local coordination, and thereby contribute to the local capacity to work together. However, there is little attention paid to using the programs developed with 8-percent funds as models for other communities or other states. As a result the effects of any particular 8-percent program are usually local, and often ephemeral — especially when funding lasts for only one year. A different approach would be to use 8-percent funds more consciously to develop model programs which would then be carefully evaluated for their effects, with exemplary programs then used as models for others to follow. This approach would have the advantage of generating more information about effectiveness than is now the case.

A second area in which change might improve coordination involves performance and effectiveness. The vocational education system in this country has frequently been charged with being insensitive to performance and placement. Indeed there are very few institutional mechanisms in most public institutions to monitor and improve performance; in effect these institutions rely on well-informed students "voting with their feet" to identify good and bad programs. The JTPA system is much more performance-oriented because of performance standards; but ironically many administrators seem so preoccupied with the specific performance standards required by Congress that they have neglected other possible outcomes. As a result JTPA appears to be *performance-conscious, but not especially outcome-oriented.* That is, JTPA administrators are highly aware of performance as measured by performance standards, but there is little information in the system about other outcome measures — for example, the ability of clients to move into longer-term training programs, or into conventional postsecondary education; the effectiveness of certain service providers over others; the long-term effects of different kinds of JTPA services for specific groups of clients; the advantages and disadvantages of long-term versus short-term training.

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[42] For example, the JTPA Advisory Committee recently recommended that the 8-percent set-aside be eliminated and folded into a 15-percent set-aside which could include "broad capacity-building activities." *Working Capital: JTPA Investments for the 90's*, A Report of the Job Training Partnership Act Advisory Committee, March 1989.

Improving the concern for outcomes, in both vocational education and JTPA, would be valuable in its own right; but it would also allow administrators and policy makers to distinguish between those forms of coordination which exist for the sake of compliance with federal requirements from those which truly enhance the effectiveness of the education and training "system." It would, for example, allow us to say whether community colleges are in fact better at providing classroom training than CBOs, or vice versa; whether cooperation to enhance the resources going to dropout-prone youth in fact reduces dropout rates; and whether hybrid institutions created with multiple funding streams and "one-stop shopping" for employment services are more effective than the institutions they replace. Without this information about effectiveness, the search for coordination becomes a crusade without a goal.

There are several small steps that could be taken to enhance the concern for outcomes. Within the Perkins Act, small amounts of funds could be set aside for performance-based experiments; others could be designated for incentive grants, much as JTPA sets aside 6 percent of each state's allocation for incentive grants.[43] Within JTPA, a simple step would be to require that JTPA programs collect information on both the types of services their clients receive and on the types of institutions that provide these services. This would enable policy makers to know how many services, of what types, are now being provided in educational institutions — information that is now impossible to collect systematically. Then, in conjunction with outcome measures, it would enable administrators and policy makers to learn what types of services, provided by which institutions, are the most effective. This would provide the information that coordination efforts require to be driven by a real concern with effectiveness, rather than — as is now so often the case — by a concern with compliance.

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[43] For these recommendations, see Grubb, "Long Time A'Comin'."

APPENDIX

CASE STUDIES IN JTPA-VOCATIONAL EDUCATION COORDINATION ACTIVITIES

CALIFORNIA CASE STUDY

Background

California has been quite active in the area of education and training in several ways. It has a relatively large system of higher education, in which the responsibilities of the university system, the state university system, and the community colleges are clearly delineated in a strict hierarchy. The community college system is itself quite large, enrolling approximately one quarter of all community college students in the country. It has also taken the initiative in providing training and other services for welfare recipients through one of the first statewide welfare-to-work programs, Greater Avenues for Independence (GAIN). California has also enacted the Employment and Training Panel, a job training program funded by revenues from the Unemployment Insurance system. In these ways, the state has played an active role in shaping elements of a work-related employment and training policy.

In most cases the delivery systems providing work-related education and training in California include a great deal of local control. For example, the state provides substantial aid to local K-12 districts (partly in order to equalize education spending) and the state enacted a series of comprehensive reforms in 1984; but the uses of these funds and the implementation of reforms have been largely left to the discretion of local districts. The community college system has been dominated by local colleges rather than the state level administration, and until recently both the state board governing the community colleges and the state Chancellor's Office have been relatively weak. California appears to have one of the most decentralized JTPA systems in the country, with the state office establishing very few policies other than those required by the federal legislation. The GAIN program, while state initiated, is administered by county welfare offices, and varies considerably within the state. Only the ETP program operates as a true state-level program.

Particularly within a state as large and varied as California, the decentralized nature of delivery systems creates certain problems for coordination. In particular, it becomes difficult in such a system to impose coordination from the state level. This difficulty in establishing coordination is compounded by substantial division at the state level among the agencies responsible for vocational education and job training: while the coordination requirements in the Perkins Act and JTPA have improved communication, the divisions among the community colleges, the K-12 system, and the JTPA system have made it difficult to establish clear state policies, aside from those required by federal legislation. The result is that, even more than in some other states, coordination must emerge from the local level.

The Vocational Education System

Vocational education in California is provided by high schools; by Regional Occupational Programs (ROPs) located in some high schools and by Regional Occupational Centers (ROCs) which are physically distinct; by 107 community colleges; and by adult education programs, many of them operated by school districts. The ROC/ROPs, which began in the 1960s as area vocational schools, have increasingly recruited adult students to keep their enrollments up, and so bridge secondary and postsecondary vocational education. Both the high school programs and the ROC/ROPs are administered by the State Department of Education, which is also the single state agency administering Perkins funds. The community colleges are administered by a state board, independent of the boards that administer the public four-year colleges. Until recently the state board has had very little authority and few discretionary resources to guide local behavior. Because of divisions familiar in many other states, especially over the allocation of Perkins funds, relations between state-level policy makers in the secondary and postsecondary vocational systems have been strained, though there have been recent efforts to improve this relationship. Relations between secondary and postsecondary vocational programs at the local level vary enormously, from areas where there are substantial efforts to improve the articulation of the two systems to those where hostility is the norm.

The JTPA System

The JTPA program is administered by the Job Training Partnership Division within the Employment Development Department. The 51 local SDAs have a great deal of autonomy; aside from establishing state policies required by JTPA — in areas such as the use of 8-percent funds and required information related to performance standards — the state has not established strong policies or practices of its own.

State JTPA officials believe that relationships between local JTPA programs and vocational education were almost non-existent when JTPA began. However, the requirements within Perkins and JTPA have succeeded in improving relationships and communication, by all accounts. The requirement that JTPA review the state's plan for vocational education has forced the vocational system to listen to the comments of JTPA officials, and the 8-percent funds have provided incentives for local administrators to work together. There is general agreement, then, that coordination has improved, but that this has happened as a result either of federal requirements or of local initiatives rather than as a result of any deliberate state policies.

Eight-percent Funds

The state has divided the 8-percent funds into three parts. Currently, half the funds are earmarked for GAIN clients; these funds are allocated directly to SDAs and are used largely for remediation, English as a Second Language, and GED programs. It seems unlikely that many of these funds are used for specific vocational education; one of the surprises of the first years of the GAIN program was the extent of basic skill deficiencies among GAIN clients, causing the state to scramble to provide more basic and remedial education. While the 8-percent funds allocated to GAIN can in turn be allocated to public educational institutions, there is no requirement that SDAs do so. Prior to allocating these funds for GAIN clients, these funds were used for projects that SDAs undertook jointly with educational institutions, providing a mechanism for SDAs to initiate joint projects. Thus the allocation of 8-percent funds to GAIN clients has substantially reduced the resources earmarked for coordination efforts.

The remaining half of 8-percent funds is administered by the Division of Youth, Adult, and Alternative Services within the State Department of Education. Of the total amount of 8-percent funds, 30 percent is allocated on the basis of RFPs, according to state-established priorities. The State Job Training Coordinating Council (STJCC) has decided that high-risk youth, including potential and actual dropouts from high school, are the highest priority. Perhaps for this reason the majority of the 30-percent funds are allocated to secondary institutions. For example, of the projects recommended for 1988-89, 11.5 percent went to community colleges, about 10 percent to local employment and training offices, 9 percent to community-based organizations, 38 percent to local school districts, 28 percent to county offices of education, and 3.5 percent directly to ROCs and ROPs (which also received some funds through projects sponsored by county offices of education). Thus the secondary system received more than two thirds of these funds. However, much of the revenue allocated to school districts is used to support programs in adult schools, so it supports services to both adults and youth.

The projects funded with this portion of the 8-percent funds must be approved by local SDAs. This (and the fact that clients must be JTPA eligible) help ensure that these resources support efforts that are in some way joint efforts. The state publicizes the efforts of programs funded by 8-percent funds by selecting a group of 8-percent demonstration sites and encouraging visits by other education and training programs. In addition, there is general agreement that the 30-percent funds have fostered some innovative programs, including those we visited (described below). However, whether the 8-percent funds have enhanced the institutional capacity of educational institutions and SDAs to work together is less clear. Critics claim that, since 8-percent funds have been available only for one-year projects (until recently), these funds support short-term "one shot" efforts that end when funding ceases, without any permanent effects.

The remainder of the 8-percent funds — the balance of 20 percent — is used for statewide projects and for administration. Administration consumes 11 percent of the total, supporting not only the office within the State Department of Education that administers the 8-percent funds, but also a similar office within the Chancellor's Office of the community college system which provides technical assistance to community colleges that want to work with JTPA.

As the main stimulus for coordination, the 8-percent funds bear the brunt of complaints about state policy related to coordination. Community college officials feel left out of the process of allocating 8-percent funds, partly because the State Department of Education administers half of these monies. They complain not only about the relatively small amount allocated to community colleges, but also about the interpretation from the State Job Training Coordinating Council that allows private community-based organizations to receive 8-percent funds. From their side, administrators within the State Department of Education claim that community colleges fail to apply for funds, that they are reluctant to accept the risks of performance-based contracts and have sometimes been unwilling to change their practices to meet the special needs of JTPA clients. The charge that community colleges are more interested in being *colleges* — especially since the state has stressed the role of community colleges in preparing students for transfer to four-year colleges — rather than remedial institutions is common. Finally, JTPA officials complain that the administration of 8-percent funds by education officials dilutes their control over the purposes of the 8-percent set-aside; they claim that the mechanism used for half of the 8-percent funds before they were allocated to GAIN — where SDAs initiated joint projects with educational institutions — worked better than the current procedure where educational institutions initiate projects and get SDAs to sign off.

The truth of these charges and counter-charges is impossible to ascertain, at least within a relatively short period of time. However, they illustrate that — despite the unquestioned value of the 8-percent funds in supporting innovative projects, including some true collaborations between education and JTPA — simply allocating funds for coordination does not end the turf battles, the disagreements over purposes, or the differences in goals which create coordination problems in the first place. Everyone agrees that the 8-percent funds in California have fostered greater cooperation, but the divisions in the education and training "system" can be seen even within the program most conspicuously intended to foster cooperation.

Rancho Santiago Community College, Centennial Education Center

Background

The Centennial Education Center is an off-campus college satellite program specializing in adult basic education, English as a second language (ESL), and alternative high school study. Students, age 17 years or older, sign up through the community college or enroll through JTPA. The program serves mostly Hispanic students and many Asians, most of whom need ESL training. The project, called Student Transition And Retention (STAR), has received 8-percent grants for three years. This year the project has three separate grants totaling $143,000.

The project is a demonstration of coordination between a school district and a community college for delivery of remedial education. Although the school district makes important in-kind contributions to the project, neither the school district nor the schools contribute funds. Coordination with the school district occurs in the identification and recruitment of participants for the program. The STAR project works with three feeder high schools to identify in-school youth who will not graduate with their class and are likely to drop out before they complete (i.e., they are a year or more behind in their coursework). School counselors refer some students to the program. STAR also has a recruiting director who goes to each of the high school campuses to meet with potential students. The school advertises the program by distributing fliers on campus and in the community.

The recruiting director told us that most high school students do not want to transfer to Centennial when they are first told about the program. They are not interested in adult education and are afraid of college, and do not want to leave their friends and the social life of their schools. The recruiter will review their transcripts and try to convince them that if they stay in school they will not finish their diploma (most would have to continue school for years to complete). Sometimes the recruiter works with students under the age of 17 who are at risk of dropping out and helps them set up a high school program to stay in school until they are 17 and can transfer to Centennial.

The sending school does not receive any further ADA (average daily attendance) funding for students that transfer to Centennial, nor does it pay for the services that students receive at the college. The center is funded by the Community College (which receives college district ADA) and JTPA.

Last year, the STAR program served 76 JTPA-eligible and 60 non-JTPA eligible participants between 17 and 22. About one half of the group began in the ESL program while the other one half went directly to the high school subject area studies. Ninety percent of the JTPA participants stayed in the program until the end of the school year in June. Seventeen percent completed their high school diplomas.

All programs are open-entry and self-paced. The program ends in June with the school year. Most students come in at the beginning of the year (being previously counseled into the program) or after grading periods at the high school (when they see they are not passing their classes.) Centennial offers morning, afternoon, and evening classes, so that students can complete courses while working part-time.

The STAR program includes career counseling and placement in part-time, unsubsidized jobs. The program encourages students to be involved in their school by holding social activities, including field trips and awards ceremonies. STAR participants are also taken on field trips to the main campus of the community college to get them familiar with the college and its services. One goal of the STAR program is to enroll some of its participants in community college or JTPA vocational training programs. The counselor informed us that the youth are terrified of colleges, and the field trips help them to see that college students are kids, just like themselves.

Other services include computerized career assessments, weekly support group meetings, and personal counseling and support. Tutoring is available to JTPA participants by peer tutors, paid by the 8-percent grant.

Purpose of 8-percent Grants

Rancho Santiago has three 8-percent coordination grants this year to support the STAR program at Centennial. One grant pays for services to all Santa Ana high risk students and another targets ESL students. Both these grants go to support outreach, eligibility certification, assessment, counseling, transportation, employability skills, job development and placement, and administrative costs (primarily staff salaries and some support of equipment and supplies). One grant appropriated funds for peer tutors and a computer for a new computer-aided instruction program in a learning improvement lab.

According to the California state guidelines, the 8-percent grants are supposed to be one-year start-up grants. Each grant proposal must demonstrate that the program can continue after the first year without 8-percent funding. The program director at Centennial admitted that 8-percent funds have been used for three years to continue the same services. Each year, the proposal is written to fund different parts of the program but, in fact, the grant supports a continuation of the same general services. The program director said that the college is committed to continuing the program, which would survive even without 8-percent grants. However, without the 8-percent grant, the college would not be able to fund the supportive services now available to JTPA clients.

Barriers to Coordination

The coordination necessary for this program occurs between the Community College program and the feeder high schools. The main barrier to this coordination is the release of the high school students to the college program. Because the students are released from high school to enroll in adult basic education, the high school loses ADA funds. Another potential barrier is a lack of trust: the college program has had to gain access to the high school in order to successfully recruit. The recruiter for the college program goes to the high school and reviews the transcripts of potential program participants. He is also allowed to pull students out of classes to explain the STAR program and encourage them to transfer to the college. This requires substantial trust on the part of the high school. The STAR program director is a former teacher and district administrator and is known and trusted by school administrators. This fact is credited with the STAR program's ability to get good cooperation from the high schools.

Other Coordination Projects

The STAR program is a contract between the state and Rancho Santiago College and does not require contractual coordination between job training and education. Nor does this program address the vocational skill development of the participants. When participants are placed in jobs, they get jobs for which they are already qualified (usually meaning the jobs require no vocational skills). Students may be enrolled concurrently in vocational training at a ROP or the college. The program helps students make transitions into jobs, college, or JTPA programs. The college has 78-percent Title II JTPA training contracts with the SDA, which we did not investigate.

Fresno Community College and SDA

Background

The Fresno SDA is home to two community colleges, one regional occupational center, and one adult education institution. The SDA is located in the first county in California to establish a GAIN welfare-to-work program (about two years old).

The SDA has a system of strong community-based organizations that act as official service providers. Each service provider does its own intake, assessment, and placement. Service providers decide which education program will provide the training to their participants. The Fresno PIC has limited the number of these organizations that do skills training, instead relying on a system of skill providers (public and private schools). Service providers are authorized to set up new programs only when there are no existing resources.

Vocational programs wishing to train JTPA participants list themselves as skill providers with the PIC. To control the quality of training, the PIC reviews applications from schools wishing to establish JTPA programs. Skill providers must have an approved competency-based curriculum and year-round, open-entry, open-exit programs. Programs meeting these criteria can be listed with the PIC as skills training providers. Private schools, high schools, adult education, and some community college programs are in the directory of skill providers. Skill providers contract directly with service providers, not with the SDA, to serve JTPA clients.

Attitudes Toward Coordination

There is substantial coordination between education and JTPA in Fresno, but much of this exists because the programs have a long history of working together. Also, the PIC takes very seriously the mandate that public schools should be considered for training contracts before other agencies are awarded the funds. The PIC does not approve new programs if public schools can provide the services.

The PIC and the community college representatives that we interviewed believe that coordination mandates are necessary to promote JTPA's use of public education. They said the mandates need to be there, "Don't take them out!" The college representative believed that many SDAs are run by the CBOs and that without the coordination mandates, the CBOs would duplicate many services provided by the public schools.

The SDA's only specific example of duplication was an education center started under CETA. At one time, the education center was funded with 8-percent coordination funds. It was closed down by the PIC a few years ago because the skill center duplicated the education services available at the public schools.

Another type of duplication is the service providers' use of private for-profit training institutions. The service providers often contract with private schools to provide the same kinds of training available from public schools. There are also long-standing relationships between service providers and the private schools, left over from CETA, and the service providers want to support private enterprise.

There is reportedly some inefficiency in the training contracts with public programs. For example, adult education does all JTPA remedial and basic skills training under a sort of gentlemen's agreement that exists in Fresno. These services could also be provided, perhaps more efficiently, by community colleges. The community colleges could also do more skills training. Generally, the colleges in the SDA do not do much JTPA training (the Vocational Center at City College is an exception). If JTPA would commit to filling a number of training slots, the colleges would create custom programs, similar to the colleges' customized training for employers. But, according to the community college representative, JTPA will not make such a commitment.

Means of Coordination

Joint planning and administrative activities in the SDA seem to comply with the mandates in the law; for example, there is a vocational education representative on PIC. The PIC maintains a policy that schools are first-choice institutions for training contracts, which seems to contribute to coordination.

Joint ventures in training and other forms of cooperation occur at the discretion of the service providers. Some service providers have agreements with local schools, but the PIC representative was not familiar with all provider contracts. He was aware of one large grant to the Fresno Unified School District to provide remedial education classes for JTPA and GAIN participants.

There is a gentlemen's agreement in Fresno that distributes JTPA training contracts the following way: basic skills, GED preparation, and remediation are generally given to adult education; in-school youth programs are worked out with the high schools (although JTPA's subcontracting CBOs do their own youth pre-employment competency training); and classroom skills training is handled by Fresno City College Vocational Center and a few programs in Regional Occupational Programs and CBOs.

Fresno City College Vocational Training Center

Fresno City College Vocational Training Center (VTC) is a recipient of state 8-percent grants, a California 8-Percent Program Demonstration Site, and a regular skills training provider for JTPA. All the curriculum is competency-based and open-entry and exit. The school trains about 180 students at a time in office occupations, accounting, maintenance mechanics, auto mechanics, and auto body programs.

The center was founded under the WIN program (federal AFDC job training) to provide short-term vocational training. City College assumed control of the VTC from the WIN program about two years after it opened. The Center has maintained its traditional function to provide training for public programs. Approximately 75 percent of the students are JTPA or GAIN participants. In addition to JTPA and GAIN clients, the school accepts students through the regular college admissions.

Although it is located off the main campus, all VTC students are registered community college students. They can participate in all campus activities, receive health center services, counseling, academic advising, and all other services. The college also provides services at the VTC campus; for example, a financial aid counselor is at VTC twice a week.

JTPA and GAIN clients receive slightly different services than students enrolled directly through City College. The same classes are attended by all types of clients, but JTPA clients receive a special orientation and assistance in registering at the college, special school counseling throughout their training, and frequent contact with a JTPA counselor. JTPA students also have their progress closely monitored for the administration of the school's performance contracts.

All these services make JTPA clients more expensive to train than community college students. The VTC director negotiates payment from the JTPA and GAIN programs based on the extra costs of providing support services. The center receives regular ADA funds from the community college, but these funds do not cover the extra services provided to JTPA participants. VTC, therefore, charges JTPA for the special services such as counseling and placement.

The school combines JTPA, vocational education, state and local college funds, GAIN, and many other funding sources. Each JTPA participant brings in ADA funds and JTPA funds to support extra services. In addition, the school has purchased equipment and developed programs with Perkins grants. Other equipment was purchased with lottery money grants from the district. Still other training equipment and work stations were purchased by the PIC, which retains ownership of the equipment it purchases. The college has lent other kinds of support; for example, it paid for bungalow classrooms to be set up when the office occupations program was established.

VTC has used the 8-percent program for different purposes each year. One year, 8-percent funds were used to change the welding program into a maintenance mechanic program (the local labor market was flooded with welders). The second year, the 8-percent grant supported the start-up costs for the clerical program. This year, an 8-percent grant was used to buy computers and software for a literacy lab.

Performance Contracts

Service providers have to meet performance contracts with the SDA, but can use either fix-unit price contracts or cost reimbursement contracts with their subcontractors. City College VTC has performance contracts with all the service providers for whom it does training. The Fresno SDA uses systems of partial payments for educational milestones. VTC receives payments for enrollment, completion of one half of program competencies, completion of all program competencies, job placement, and retention at 30, 90, and 180 days. Public schools, including VTC, receive only a small proportion of funding from JTPA (the majority comes from college ADA). JTPA might pay $200 to $300 for each participant who completes a VTC program. The fact that JTPA is only a small proportion of VTC funding and that there are educational milestones for payment may alleviate the usual resistance to performance contracting. More importantly, VTC has always worked with performance contracts.

Federal Policy

The Fresno SDA manager had some suggestions for improved federal policy. He commented that the Department of Labor regulations allow too short of a time (for participants to complete JTPA training) for education to do its job. The Department of Labor (DOL) could help coordination by adjusting performance benchmarks to allow for some longer-term training. For example, DOL could have two tracks with different standards, and allow more to be spent on clients who need long-term assistance.

IOWA CASE STUDY

Background

The case study of Iowa illustrates coordination of JTPA and vocational education in a relatively small state consisting primarily of rural SDAs. Coordination seemed to be facilitated by the fact that Iowa is a small state and people in the state government were well informed about what kinds of coordination activities existed in their state and took active roles in fostering coordination between JTPA and vocational education. Especially at the staff level, the two state departments responsible for JTPA and vocational education had long and fruitful histories of working closely with one another. This all had a direct and beneficial impact on coordinating job training programs in Iowa.

Iowa is an example of a state in which many of the SDAs are administered by local community college districts. On the surface, it would appear that this organizational arrangement would encourage coordination between JTPA and vocational education. Staff at community colleges would be expected to hold favorable attitudes about serving JTPA clients through educational institutions. However, the college-as-SDA administration structure did not appear to affect the quality of coordination.

The Vocational Education System

The education system in Iowa is administered by two agencies: the Department of Education (the K-14 system), and the Board of Regents for the University (the university system). Within the K-14 system there are 16 community college districts, referred to as Merged Area School Districts. The Department of Education is the Perkins agency in Iowa. No Perkins money is distributed to the university system.

The JTPA System

The state's Department of Economic Development is the JTPA administrative agency in Iowa. There are 16 SDAs in the state, half of which are administered by the local community college districts. Initially we expected that coordination between JTPA and vocational education would be better in those SDAs administered by the community college. However, most of the people we spoke with did not think that this necessarily fostered better coordination between education and JTPA. They gave examples of areas where the community college was the SDA and coordination between JTPA and vocational education was particularly poor. Furthermore, only one of the exemplary programs we visited in Iowa was located in an SDA which was administered by the local community college district.

State Coordination Efforts

Eight -percent funds

The main source of state-level coordination is the 8-percent funds. These funds are awarded by joint agreements between staff within the Department of Education and the Department of Economic Development. Other agencies' input is also solicited and the State Job Training Coordinating Council (SJTCC) takes an active role in determining the use of these funds. Agencies involved in the 8-percent planning process are the Department of Education, the Department of Economic Development, the Department of Employment Services, the Department of Corrections, members of the SJTCC, and the vocational education council. Input is also solicited from other interested parties such as community-based organizations and organized labor.

Due to the strong lobbying effort of several members of the SJTCC, about 30 percent of the 8-percent funds are traditionally set aside for use in the corrections system. These funds are issued through an RFP process. Administrators in the state argue that the corrections population is among the groups of JTPA eligibles with the most need; by targeting this population administrators put JTPA funds where they will do the most good. Also, in private, many argue that since the legislature tends to allocate funds for facilities but not for rehabilitation, the 8-percent grants are the only education funds available to this population.

The major portion of the 8-percent funds is allocated by an open RFP process. The main emphasis in the evaluation of potential 8-percent grantees is the scope of joint planning and coordination in the proposed program. Staff at the Department of Education and the Department of Economic Development make joint evaluations of the proposals. In the past, the 8-percent funds were allocated to the SDAs on a formula basis and there was strong opposition from the SDAs to the allocation of the 8-percent grants by a request-for-proposal. Currently, approximately 45 percent of the 8-percent funds are allocated to the SDAs by formula.

Six-percent incentive funds

A new initiative, just proposed for this year, is to use the 6-percent incentive funds to reward SDAs that do joint planning with other local agencies. Currently, the 6-percent funds are used in the calculation of performance standards and costs-per-placement computations for the recipients of these rewards. The state wants to exclude these monies from performance standard calculations for SDAs that agree to do joint planning with educational agencies.

Jefferson High School

Jefferson High School, which has a student population of 335, is located in a rural SDA in Iowa, one of the SDAs not operated by the local community college. The high school is the recipient of an 8-percent grant from the state to help run a pre-vocational and vocational program for a group of learning disabled students. Twenty-four learning disabled students have been determined to be JTPA eligible and in need of employment training. Both Perkins and JTPA funds are used to provide these services through a four-year program of vocational and on-the-job training. The program focuses on career planning, teaches vocational and social skills needed for the world of work, provides opportunities to practice these skills on a work site, and infuses job specific skills into the regular education program. Money from the Carl Perkins Vocational Education Act helps finance vocational classes for juniors and seniors in this program, teaching them job specific skills, and provides on-the-job training to ensure assimilation of the skills and retention of the jobs. The Perkins handicapped set aside also pays for the materials for these special classes. Among other things, the JTPA 8-percent money pays the salary of a job coach assigned to the program. The job coach's duties include supervising each student on the job at least once a week and keeping close contact with employers in regard to student performance.

The program also has a Title IIA contract from the local SDA which pays for on-the-job training. The local SDA does the JTPA eligibility and paperwork for the students in the program. This component of the program benefits by this arrangement in which Job Service and the SDA share location and job listings.

Midland Park School

Midland Park School in Eldora, Iowa, is the state residential training school for boys age 12 to 17. The school is the last stop in the juvenile justice system in Iowa, so that the boys living at Midland have committed rather serious crimes. The average stay at the school is about six months, with about 30 days as the minimum amount of time any boy spends at the school. (This causes some problems with the school's JTPA performance standards. Some boys are released before they are placed.) Midland is run by the Department of Human Services, serves about 200 boys, and is the only such juvenile facility in the state. (The Department of Corrections runs the adult justice programs in the state.) The school has several JTPA Title IIA and Title IIB programs through the local SDA (run by Iowa Valley Community College). However, the SDA argues that, since the school serves the whole state and not just the area covered by the SDA, the state should cover more of the costs of the job training for the students at this school.

The 8-percent grant provides vocational training services for both the boys at the Eldora facility and the girls in the juvenile justice institution at nearby Toleto State Juvenile Home. Although administered as a single grant, the 8-percent money helps fund ten separate programs. The program pools resources from the Iowa Department of Education (Perkins funds), the Iowa Department of Economic Development (JTPA funds), the Department of Human Services, the local SDA Private Industry Council, the local community college district, the local school district, and local business resources to provide a wide variety of programs and services. These include:

- Community-based vocational training (job specific training) at both sites,
- custodial training at Eldora,
- flexible manufacturing training at Eldora,
- computer literacy at both sites,
- GED training at both sites, and
- geriatric aid training at Toledo.

A Perkins 1-percent corrections set aside grant from the state is combined with other local money to provide the match for the 8-percent grant. The Perkins grant, although only about $47,000, represents almost one half of the state's total 1-percent set aside.

Kirkwood Community College

Kirkwood Community College in Cedar Rapids, Iowa has recently begun a technological literacy program that will train JTPA clients for employment in local manufacturing companies. This program grew out of the outreach efforts of the college's Economic Development Center. Through surveys of local businesses, Kirkwood determined 1) that existing employees were not adequately trained for positions in automated technology, 2) that employers wanted new employees with general technical literacy skills who could easily move from position to position, and 3) that JTPA's traditional emphasis on short-term training in specific job skill areas had not provided employers with the kind of employee they needed over the long term.

After completing a position analysis of jobs in four local companies that were in automated manufacturing or required the use of computers, Kirkwood developed the Automated Literacy Program. The program has four basic components consisting of 120 contact hours over a 13 week period. Components include:

- basic skills training,
- basic computer skills training,
- automated Manufacturing Technology literacy training, and
- machine specific training.

Since a student cannot progress to the next component without successfully completing the prior component, the actual technology literacy training does not begin until the student is in the third component. Staff at Kirkwood see their program teaching students general skills in technology which workers can use to bridge the gap between basic skills and machine specific training.

JTPA-eligible clients are scheduled to participate in groups of 25 each over the 16 month period of the 8-percent grant. JTPA is paying the salary of the program coordinator and for some of the technology equipment. Kirkwood is also using money from a specific Iowa Lottery equipment fund to pay for program equipment.

The local SDA has shown an interest in the program and has used Title IIA money to pay for another instructor and to enroll their own JTPA clients in this program. Courses for Title IIA participants are separate from courses for 8-percent participants.

After completion of the Automated Technology Literacy Program, JTPA clients can enroll in Kirkwood's AA program in automated technology. The first 13 weeks of the AA program is the same 13 week course that constitutes the Automated Manufacturing Technology Literacy Program. The AA degree program is funded with Carl Perkins money.

KENTUCKY CASE STUDY

Background

Kentucky has vocational education programs in high schools, secondary area vocational schools, postsecondary state vocational/technical schools, and community colleges. Our visit focused on the activities of the state vocational schools. The state is organized into 14 Vocational Education Regions that administer all vocational education in their geographic areas. Each Region has at least one postsecondary vocational school, with 17 schools state-wide. In addition, there are 57 area vocational centers and a few specialty schools in the vocational system.

Vocational programs in high schools, area schools, and postsecondary institutes are under the authority of the state Department of Education, Office of Vocational Education. The community colleges are part of higher education and are administered by the University of Kentucky. Colleges receive some Perkins funds from Vocational Education. (We did not interview the community colleges.) Individual colleges have local JTPA contracts with their SDAs.

The Contract Service Branch of the Office of Vocational Education administers special training contracts between the vocational schools and JTPA, other public programs, and industry. Local vocational programs make contracts with JTPA and other agencies to provide training, but all of these contracts are approved by the State Board of Education and all funds go through the Department of Education.

The state appears to put substantial emphasis on economic development in the use of employment and training funds. For example, the Bluegrass State Skills Corporation (BSSC) was created by the 1984 General Assembly to award grants to educational institutions to create and expand programs of skills training for business and industry. The Department of Vocational Education held aside $250,000 of Perkins Title IIA adult training funds for programs serving new and expanding industry. The state has many examples of cooperative efforts between education, economic development, and other funding sources that pay for industry-specific training. Publicly funded training and on-the-job training subsidies are part of the state's effort to attract industry and jobs.

JTPA is administered on the local level by a series of Area Development District (ADD) offices. ADDs were created to administer all federal funds at the local level, such as highway and transportation money. The ADDs are the SDA agencies in almost all districts. Each SDA has a PIC to serve as an advisory board, choose contractors, and approve appropriations on the local level. ADDs have a few staff members dedicated to the administration of JTPA.

The Governor's Advisory Council (state council on vocational education) and the State Job Training Coordinating Council (SJTCC) have not actively worked to facilitate JTPA-Vocational Education coordination. There is joint membership on the two state committees, but the members who sit on both committees are not very active in this area. Further hampering coordination is the fact that the two programs have very different planning cycles. Because the majority of 8-percent funding is earmarked for industry-specific programs, these funds are not committed at the beginning of the year, so the council does not have to plan for the use of these funds at the beginning of the year.

Use of the 8-Percent Funds

The 8-percent funds are administered directly by the state JTPA agency, not an education agency. Vocational education usually has no grants for 8-percent funds. This year, the Office of Vocational Education received $32,000 to fund a job training liaison position.

This liaison helps local schools develop JTPA training contracts and programs. The position has been an effective method of facilitating local coordination. The liaison attends most PIC meetings. When education representatives to PICs do not attend, the liaison follows up to keep them informed and to encourage active participation on the PIC. When vocational schools are not represented on their PICs (usually because there is more than one state vocational school in the SDA) the liaison will tell the school director when the PIC needs training services that the school can provide. This liaison has given each local vocational school a JTPA manual that includes the JTPA legislation, regulations, and program descriptions, along with suggestions on working with JTPA. He also provides individual technical assistance to schools wishing to draw up JTPA contracts.

According to the published budget for 8-percent funds,[1] over $3 million (close to the 1988 total of 8-percent funds) was carried forward from 1987 to 1988. Approximately

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[1] We were unable to meet with representatives of the state JTPA office. The office was preparing for major changes in the Dislocated Worker Program in response to the Omnibus Trade Act at the time of our visit. Therefore, we relied on the public budget figures for this information.

$800,000 of the 8-percent funds went to the Department of Education for adult basic education and dropout prevention in 1987-88, and $600,000 was allocated for these programs in 1988-89. Approximately $100,000 each year was dedicated to correction programs. The remainder went to training for new and expanding industries and economic development. The majority of the money has been dedicated to training for a Toyota Plant that has located in the state (a five-year commitment including $4.8 million in PY87 and $1.8 million in PY88).

Title IIA Programs

All JTPA contracts held by state vocational schools are administered through the state Contract Services Branch. Each vocational region negotiates its own contracts with local PICs to provide the services needed locally. Usually, contracts are secured through a request for proposal process. Therefore, the level of local vocational school involvement in JTPA training depends upon the local coordination and how aggressively the local region pursues JTPA contracts. Some do not pursue these contracts; for example, the vocational school in the Louisville area, the SDA with the largest population, has no JTPA training contracts.

The number of training contracts handled by vocational institutes has changed over the years. During the change from CETA to JTPA in Kentucky, there was a major drop in the amount of public job training done by vocational education. The specific training programs at skill centers were closed in favor of individual referrals into slots at vocational institutes. The need to verify labor market demand for training before using vocational education classroom training also slowed the use of vocational education under JTPA. After this initial decline at the beginning of JTPA, the amount of training has increased as the job training offices and the schools have become more accustomed to the new way of doing business. Still, the administrators at the state Office of Vocational Education believe that the state schools could do more JTPA training.

State-wide, the vocational education system does most of the occupational skills classroom training for JTPA. Especially in rural areas, there are few private or community organizations competing for funds. There are some CBOs in the state, including community service block-grant funded agencies. These tend to concentrate on outreach, testing, and placement, not on classroom skills training. Vocational education, in contrast, is well established across the state. The good reputation of the schools and easy access to vocational programs facilitates JTPA-vocational education contracts.

In some areas training contracts that could be handled by the vocational school are awarded to private organizations. The vocational education administrators think that there are different reasons for this; but primarily, industry representatives on the PICs do not understand vocational education services and do not know what is offered by the schools, and vocational schools do not actively pursue JTPA contracts.

The Vocational Regions provide all types of services to JTPA: individual referrals, partial class projects, class-size projects, and joint projects for industry-specific training. Almost all of the services are occupationally-specific skills training. A few summer youth programs and job preparation training contracts are held by vocational schools.

Whether class-size projects, individual referral, or industry-specific training, JTPA pays vocational education the full cost, or close-to-full cost of the training. When the state sells slots (for individual referral), agencies are typically charged about $200 per month. This covers all the variable costs of training and some of the fixed costs (facilities and equipment).

Performance contracts

Local PICs decide whether to use performance-based contracts. One of the two regions we visited had performance contracts with its local PIC. In Kentucky, there is an interesting method of overcoming the fiscal uncertainty of performance contracts. The state basically absorbs the risk of performance contracts by contracting with the PIC for the services of vocational schools. The state then pays for the operation of the program at the local school and recovers its costs as the PIC pays the contract. The schools are guaranteed that their costs will be covered. The state also advances the money for industry-specific contracts that are not paid until after the services are rendered.

Bluegrass State Skills Corporation works with Vocational Education and JTPA

The Bluegrass State Skills Corporation (BSSC) is an independent non-profit organization created to administer public job training funds. It was created to overcome the inertia of the state bureaucracy, allowing the state to respond quickly to opportunities to entice new industries to locate in Kentucky. Legislation requires a 50 percent industry match for BSSC funds, which is usually an in-kind match. BSSC usually pays 100 percent of the instructional costs. The match does not bring industry resources into the schools, it simply ensures the participation of industry in all training. An industry can meet its match requirement, for example, by using its plant as the facility for the training class.

BSSC has been involved with JTPA and vocational education in cooperative training projects. BSSC serves as a broker of public services to industry. A contact might come originally from a chamber of commerce, the state economic development department, or the commerce department. BSSC has its own budget that it uses to pay for training costs, and it brokers the services of other institutions. BSSC has paid for training at universities, colleges, and the vocational institutes. Some training takes place at the company's plant, with an education agency serving solely as a consultant for curriculum and program design.

JTPA may be used to pay for the training costs of anyone trained through a BSSC program that is JTPA-eligible. JTPA On-The-Job Training funds are used to subsidize wages for JTPA-eligible people hired by a BSSC client company. Vocational schools provide instructors, facilities, equipment, curriculum, or whole classes for the program. Vocational education recovers its costs from JTPA, BSSC, or the other funding sources in the program. Sometimes vocational education pays for part of the training. Specific examples are described below in the descriptions of local programs.

Skill centers

Kentucky had a system of skill centers developed during the MDTA years. These skill centers were closed at the beginning of JTPA for many reasons: mainly, the decrease in public job training funding made it infeasible to support separate schools. State and local educators told us about the benefits of the dedicated facility. First, it was easier for the skill centers than the vocational schools to be accountable to the public programs: all funds were expended on eligible students and schools did not have to worry about apportioning costs across public program trainees and other students. Second, the dedicated facilities were more flexible and more responsive to labor market needs. New programs could be opened easily and structured to the needs of employers. This is an important consideration in Kentucky, which has a legislature that meets only once every two years. The public education programs have their budget set during the legislative session, and money cannot be moved easily in the interim. Finally, the dedicated school could focus on the specific needs of the public job training client. Despite these advantages, administrators recognized that the separate facility was a duplication. Many programs were offered at the skill center and vocational school in the same area, which duplicated facility, equipment, and administration.

The Dislocated Worker Program: Employment Services contracts with Vocational Schools

Dislocated worker programs are organized at the state level and offered locally through the employment services offices. Each office has a dislocated worker center. There is a state-level contract between Human Resources (the employment services cabinet office) and Vocational Education to provide occupational training to dislocated workers. The vocational institutes give priority to dislocated workers over other students wishing to enroll in impacted programs. Title III pays for slots in the vocational system. The schools bill the Department of Education for Title III training when dislocated workers enroll in their programs.

Barriers to Coordination

According to state administrators, the state budgeting process is slow and makes it difficult for state programs to respond to changing labor market demand or the shifting needs of PICs. As an example of the state process, it takes at least eight weeks to hire someone through the state.

Another problem that is encountered when education provides JTPA training is related to the way that JTPA ties all funds to individuals. In JTPA, all funds go to support specific clients with demonstrated eligibility. It is difficult for vocational education to tie expenditures to individuals; however, education programs must apportion expenditures to individual students to comply with JTPA rules. The state vocational administration would like to see federal guidelines that offer creative ways to identify the funds used to support JTPA participants enrolled in mixed classes.

Bowling Green Area Vocational Education and the Barren River SDA

Background

The economy in the southwest region of Kentucky was booming in the 1970s, but during the 1980s two major plants in the Barren River SDA closed and another major plant cut two thirds of its workforce. During the same period, five Japanese plants moved into the area. Wage rates fell significantly during this period. The unemployment rate is fairly low, but people are living far below the standard that used to exist in the region.

There are five vocational schools in the ten county area served by Barren River SDA. There are also three area vocational schools, a truck driving school, and a health occupations school.

Nature of Coordination

Local coordination between JTPA and vocational education is reinforced through constant meetings and phone calls, and good information about the activities of other agencies. Much of the communication is informal — formal meetings are called only when specific business must be attended to, such as annual planning. People from the two agencies work together to decide such things as which courses to offer and the number of JTPA slots in each occupational area that should be reserved at the vocational schools.

Industry-specific training projects

The focus of our visits to Kentucky's vocational regions was the innovative coordinated projects developed to meet the needs of new and expanding industries. These projects, involving vocational education, Bluegrass State Skills Corporation, and JTPA, are described below.

The Barren River Area Development District (ADD) and Bowling Green area vocational region have a contract with the Bluegrass State Skills Corporation to provide industry-specific training for the Trace Die Cast Company. Trace Die is a new company that plans to employ approximately 120 people within two years. The company moved to the area one year ago. The vocational school coordinates a customized training program for Trace Die, which operates at no cost to the company. The cost to the vocational school has been covered by the state Office of Vocational Education's New and Expanding Industries fund. Bluegrass State Skills Corporation has contributed funds to cover part of the salary for an instructor. The company match, required by BSSC, consisted of the time that company executives spent planning the training.

Five slots in this program were reserved for Title IIA JTPA payments, and any student eligible for Title IIA would have been funded though that program. However, no one who enrolled in the program was eligible for JTPA. The students went through company screening and the company selected those who participated in the class. The vocational region still maintains five slots for JTPA in the die casting program.

Another industry contract is with J.B. Hunt, a trucking company. The vocational region has a contract with J.B. Hunt to provide introductory training for their drivers. The company has an ongoing need for new drivers. The vocational center has a truck driving program, but instead of training people in the full 12-week truck driving course, the truck driving school has an industry-specific three-week program for J.B. Hunt that teaches students just the basics. J.B. Hunt does the screening, selecting, and referring of participants for the program. The students are hired by J.B. Hunt when they complete the training, and then the company provides more training on the job. J.B. Hunt pays for the training except when students are eligible for the JTPA Title IIA or Dislocated Worker programs. Then JTPA pays for the training and supports the participants with 60 days of on-the-job training.

The vocational school uses New and Expanding Industry contracts, available from the state Office of Vocational Education, to support these kinds of projects. These contracts specify that the industry must commit to hiring at the end of training, that a 50/50 match be provided (largely in-kind resources), and that the training must be operated by vocational education. Training may be at the business's office or plant, but vocational education must at least participate in planning the curriculum.

Other training contracts

In addition to these special programs, the vocational region has a large contract with the Barren River ADD to provide training by individual referrals to a slot program. At the beginning of the year, the school sells slots in specific occupational programs to the ADD. If participants are interested in occupations other than those available, the PIC may approve moving some slots from one occupation to the other. This system helps ensure that training meets the identified labor market demand identified by the PIC. The school maintains about 70 Title IIA and 70 Title III slots in different occupations.

The local Employment Services office is the point of entry for all JTPA participants. The Employment Services office has staff people dedicated to JTPA who do intakes and interest assessment and who screen participants for both IIA and Dislocated Worker programs. Employment Services also does job development for on-the-job training placement.

Barriers to Coordination

The JTPA director at Employment Services said that the differences between the JTPA Title II and Title III programs impose extra work on his office. Under CETA there was one contract and one set of rules. For JTPA, Employment Services offices contract with the state for Title III and with the SDA for on-the-job training and general services under Title IIA. The programs have different rules, too. For example, the originals of forms for Title IIA go to the SDA, while the employment office maintains original forms from Title III and sends copies to the state.

Our Employment Services representative said that the quality of the local vocational schools helps JTPA-vocational education coordination. Because the schools have good reputations, potential participants want to attend the vocational programs, and it is easy to recruit for vocational education training.

There is some conflict between the long-term training of vocational programs and JTPA performance standards. JTPA participants training at the vocational center are usually in certificate programs. An appropriate stop-out place is identified so that the student is certified competent at some occupational category when he leaves JTPA. Some of the programs can last two years. Sometimes students decide they want to finish the entire program and work for the higher degree or certificate. This causes problems for the school. The school loses money on the students that stay in school because it is paid for placement. The lower placement statistics also make the school look bad because it is not meeting its completion and placement goals. The school has eight to twelve people each year who decide to continue for degrees or certificates past their JTPA training.

Cumberland ADD and the Somerset Area Vocational Region

Background

The vocational system in this region consists of five area schools operated by school boards and one state vocational school. The regional office coordinates vocational school and high school vocational programs. In this region only, adult basic education is also supervised by the vocational region director.

The regional director said that the goal of his school is to be responsive to industry. Sometimes the school does training at the company's facility or the company might move some equipment to the vocational school for students to use. The school may also hire someone from a company to work as an instructor in industry-specific training.

Nature of Coordination

The school's strategy is to first identify needs, then to find funding wherever it is available. Classes funded by general revenue have open enrollment. Another source is the BSSC.

Vocational education improves its relationship with other agencies by trying to stay visible and by keeping in contact with public administrators and business people. Cooperation is further enhanced because the agencies really need to work together to start new programs. Members of the PIC, vocational education, and employment services know the heads of the major local businesses personally. There is constant communication. The agencies have realized that it is in their own interests to work together, because then all agencies can claim more successes.

The regional director has good relationships with both the ADD (PIC) and the Employment Services office. He told us that the school does the majority of the occupational training in the region because it has a good reputation and the PIC members know that the programs are good.

Industry-specific training

Somerset has two interesting projects with the Bluegrass State Skills Corporation. The first is a project for the Gemini Boat Company. Gemini Glass Corporation made fiberglass satellite dishes. When FAA regulations changed, requiring that all transmissions be scrambled, the bottom fell out of this market. The company stayed in business and tried to sell its inventory. One of the owners had previously worked in a fiberglass boat shop, so the owners decided to begin making fiberglass boats. The existing employees were trained to build boats, but this involved more complicated skills (wiring, painting, etc.) than building the satellite dishes had required.

After the boat business was underway, Gemini decided to expand. The owners were looking for any assistance available to finance the expansion. The vocational regional director brought together BSSC, Appalachian Regional Commission (federal), and JTPA to finance a training program for the company. At the beginning of the class, Gemini had 18 employees. Thirty-two new students were enrolled in the class; 25 of those who completed the training were hired. The training lasted eight weeks, full-time. The funds paid the salary of Gemini employees to train the new recruits (ARC), instructional materials and supplies (BSSC and JTPA), stipends (JTPA), and other costs. The company's contribution consisted of use of the facility and some of the instructional materials. The vocational region's participation was limited to planning and facilitating the program and writing the curriculum for the instructors. The JTPA grant recipient for the Title IIA contribution was also the vocational education region. All participants were JTPA eligible.

The instruction allowed each trainee to learn each process required to build the boats. The owners were able to observe the student's proficiency at each task and assign jobs accordingly. Students were also able to decide which jobs, if any, they wanted to do. Only 25 of the 32 have jobs at Gemini, but those with jobs have been retained for a year now.

A second example of industry-specific training is the Appalachian Computer Service (ACS). This large data-entry company started a new operation in the Cumberland ADD. The training, provided at no cost to the company, helped lure this new business into the area. ACS operates three shifts of data entry operators. Current capacity is for 40 operators at a time. The company has a very high turn-over rate, especially among those on the third shift, so more training is always needed.

Vocational education trained approximately 210 data entry operators for ASC, anticipating that approximately 120 of these would be hired. In order to get into the training class, applicants had to already have basic typing skills (40 WPM). Vocational education used vocational funds to purchase the kind of data entry terminals used by ACS. Students spent a little over five weeks learning how to operate the company's equipment. The vocational school ran a series of classes with 15 students in each class.

Funds went to purchase equipment (ARC, BSSC, JTPA), teacher's salaries (ARC), administrative services (vocational education in-kind contribution), clerical services (JTPA payments to vocational education), supplies (Vocational Education and JTPA), and needs-based payments (JTPA). Vocational education bought the computers from ASC at a discount. The difference between this price and the list price of the computers was counted as the company's match. Some of the money for these machines came from the JTPA contract to train for this program. Similarly, ARC sold the vocational school a maintenance contract on the computers at a 20 percent discount. The value of this discount was included as the company match.

Approximately one third to one half of those trained in this program were JTPA eligible. For these people, JTPA provided 13 weeks of wage subsidy through on-the-job training if the trainee was hired by ACS.

The vocational school will continue the training as long as ACS needs employees. The high turn over on the third shift — the biggest shift the company operates — will create a continued demand for employees. The director of the vocational region thinks that, as time goes on, it will be harder for the company to find new employees who are willing to go through more than five weeks of unpaid training for a job that starts at minimum wage. ACS, however, would like to continue to expand their local operation if they can find employees.

Other contracts

In addition to the industry-specific training, this region has class-size programs in business and office, LPN, and electronics. Each of these are one-year programs. The school also has a contract to provide 100 individual referral slots to JTPA Title IIA. JTPA pays the full cost of class-size projects. The school receives $200 a month for slot referrals, which covers the variable costs of such training.

The Private Industry Council (PIC) chooses its contracts through a request for proposal process. Each year the PIC receives about twice as many proposals as it funds. Vocational education does the majority of the JTPA occupational training. There is little competition from private schools—the private schools cannot compete with the price offered by vocational education.

Title III dislocated worker training through the vocational schools is offered through slot programs only. The region had a Title III program that responded to a layoff of 260 mine-workers. According to those working on this program, very few dislocated workers want vocational education training. They prefer immediate job placement so they can support their families and their current lifestyle. However, it is hard to put people right into jobs. The textile mills, for example have gone "high tech" (with computer operated machines). Jobs have increased minimum requirements, such as high school graduation or GED, which many displaced workers do not have.

Barriers to Coordination

Although this SDA does not typically use performance contracts, there are placement, enrollment, and attendance standards in the contracts which cause concern for schools and other contractors. If the performance standards are not met, the PIC will not continue to use a contractor. Placement is especially important for refunding. The placement standards create difficulties for the vocational region and the SDA. Contracting schools see themselves as being at the mercy of local economics. For example, it is very hard to place participants after plant closures.

Some people at the vocational region feel that JTPA is not flexible enough to meet the needs of the participants. For example, it is difficult to offer sufficient remedial education for JTPA participants. Remedial education is not emphasized by JTPA, because it is not in the federal performance standards. Another example is the JTPA age limits, which prevent the schools from offering pre-vocational assistance. The limit of 250 hours on classroom training also limits the amount of pre-vocational assistance that can be made available to youth, because the pre-vocational programs lengthen the time for training. A final example of a troublesome JTPA regulation regards the definition of "youth." The needs of 16 to 18 year olds are very different than the needs of 18 to 21 year olds, yet they are lumped together as youth by JTPA.

MICHIGAN CASE STUDY

Background

There are numerous programs — at least 70 by the count of some state officials — involved in employment training in Michigan. Vocational education is offered by secondary area vocational centers, postsecondary vocational centers, and programs in high schools, two-year colleges, and four-year institutions. Local PICs use vocational education resources to varying degrees to provide services to their clients.

The state *Education and Coordination Grants Program Plan* reviews the Governor's coordination criteria and the relationship between Board of Education goals and JTPA goals. It also states explicitly that "existing assessment, training, pre-employment, and placement services available through local agencies and educational institutions will be utilized" (page 13). The state specifies program priorities that involve school-to-work transition, literacy services, and dropout prevention/re-enrollment services.

Unique Agencies of Coordination

There are 53 Career Education Planning Districts (CEPDs) in the state. A CEPD is a group of educational agencies (including K-12 districts) and intermediate school districts in geographic proximity. CEPDs were designated to facilitate career education planning on a regional basis. Their boundaries roughly correspond with intermediate school district boundaries.

In 1983 the JTPA 8-percent plan created another agency, the Designated Education Planning Entities (DEPEs). The DEPE is a subcommittee of the PIC and includes the CEPD director, other vocational educators, adult educators, superintendents, and community college personnel. The DEPE makes local coordination plans and these local plans go into the state coordination plan. It is the primary planning agent for the JTPA 8-percent coordination and training grants and, in most SDAs, the DEPE conducts the request-for-proposal process for 8-percent grants. The DEPEs' functions also include conducting needs assessment on 8-percent target populations and programs, maintaining ongoing communication with relevant education agencies in the area, and implementing strategies to integrate educational resources with each area's new human investment plan (see below).

Nature of Coordination

The Governor and state agencies are very involved in the integration of resources to improve efficiency and effectiveness in public education and training. The strong leadership for coordination from the state may be encouraging successful cooperative efforts, but most education and training administrators credit successful cooperative efforts to the motivation and hard work of local administrators and program staff.

Our state DOL respondent said she thought that the Federal coordination mandates are necessary. The State Council reviews all state plans against the coordination criteria, and the coordination mandates give the council a mechanism to do this review. Education representatives also generally supported coordination mandates in the federal law. Representatives expressed concern, however, that more specific mandates would increase reporting or administrative burdens.

Degree of participation by public education in JTPA services

Public educational institutions are involved in JTPA in a number of ways. First, education is represented on job training planning groups at both the state level and the local level. Second, the State Department of Education administers the JTPA Education/ Coordination funds. Third, public schools provide training for JTPA participants. In 1987 public educational agencies held three fourths of the 8-percent training grants and just under one-half of the training grants under Title IIA (Adult and Youth) programs. However, public *vocational* education held only 7 percent of training contractors under coordination grants.

The state education staff believed that public vocational education could do more JTPA training. From education's perspective, JTPA makes substantial use of private schools and CBOs. Education administrators said that local education agencies do not aggressively seek JTPA contracts because of the time required to compete, through a request-for-proposal process, for the small amount of money available. However, by not aggressively seeking JTPA contracts from the beginning, public education lost these dollars to private organizations that are now established contractors.

When public schools have JTPA training contracts, they usually establish separate programs for JTPA clients. Public schools tend to operate separate programs because this makes meeting performance standards, administering programs, and tracking participant outcomes easier. All the overhead from intensive services for JTPA clients is charged to JTPA. Private schools, on the other hand, spread the costs of placement and other special services over all students. Because public schools are expensive as JTPA training sites, private schools are competitive with them.

Eight-Percent Coordination and Training grants

Throughout the state, the PIC, Chief Elected Official, and the DEPE in each SDA are responsible for ensuring that 8-percent funds enhance existing training and do not duplicate other services. The DEPE and the PIC make their decisions about what programs to fund with 8-percent grants based, in part, on the federal priorities for this money (established in the 1986 amendments). These federal requirements have shaped the 8-percent grant programs in Michigan: at least 50 percent of 8-percent money locally must serve dropout, dropout prone, disabled, and hard-to-serve clients. In most SDAs, all the money is directed at these groups.

Local 8-percent cooperative agreements between State Board of Education, PIC, Chief Elected Officials, and the Designated Educational Planning Entity include coordination plans that must be approved before the SDA can receive 8-percent grants. Cooperative agreements specify the services and providers, chosen through the local RFP process, that will receive funds from the 8-percent grant.

The state divides 8-percent money into separate coordination and training grants. Each SDA receives an 8-percent coordination grant to facilitate education's involvement in JTPA and assist in resource integration. This money is used primarily for the administration of the 8-percent program on the local level.

Eight-percent training funds are made available to SDAs based on the Title IIA formula. Eight-percent funds are distributed by the Department of Education to the entity approved by the PIC, usually the intermediate school district or the SDA. The primary grantee usually makes subgrants to various educational agencies in the SDA to provide services as specified in the cooperative agreement. Some subgrants go to community-based organizations.

State 8-Percent Special Grants

Part of the state allocation of the administrative portion of the 8-percent coordination grant goes to special projects. One example of a special grant is the Family Employability Development Plan project, operated in PY 88-89 through combined funding by JTPA 8-percent and Department of Social Services welfare-to-work programs. The program addresses the employment needs of a whole family. A family is eligible if one member is eligible for JTPA or on public assistance. All family members receive career and personal counseling and help with enrollment in training and school. Training costs are covered by AFDC/MOST (welfare-to-work program), Pell grants, state aid to public educational institutions, JTPA, and other sources.

Other Cooperative Efforts

The Human Investment System

Still basically a vision for the future, the human investment system is outlined in the *Governor's Human Resource Assistance Plan.* The plan is to bring together all services related to job training into an integrated service delivery system. The Governor's Integration Plan will begin with coordination of intake, assessment, eligibility certification, and referrals. Next, placement services will be coordinated.

Included in this plan is an integrated client information system using "smart cards." The system has been in development for nine months. Each state resident seeking to participate in public service programs will be given one of these cards. The cards can store eligibility information, test results, and data about enrollment in public programs. The card will be used by many different public programs, starting with a tuition assistance program for welfare recipients and a state-funded training program for dislocated workers.

Adult Training and Re-training Grants (Department of Education)

For 1988 Vocational-Technical Education and Adult Extended Learning (both Michigan Department of Education) funded a joint program that integrates Perkins Vocational Education resources (Title IIA adult) with local and state resources for adult training and re-training. Although this is not a specific JTPA-Perkins program, it is a cooperative effort between Adult Extended Education (the 8-percent agency) and Vocational Education. The JTPA 8-percent DEPEs developed the adult delivery plans and applications for these grants and the money is distributed to SDAs.

Under this program, grants were made available to one public education institution in each of the 26 JTPA service delivery areas. The grants will create a combination of literacy upgrading, employability skills development, and job skill training, which will be available to adults who are enrolled in either public school, adult basic skills, or remedial education and under- employed or unemployed. Interestingly, the program must have anticipated outcomes, including appropriate JTPA performance standards, and a 90-day follow-up procedure. The same priorities seen in the Governor's coordination criteria are seen in these grants (common assessment tests, intake, and EDP plans).

Hard-to-Serve initiative

The Hard-to-Serve initiative is an 18-month pilot program that funded eight projects to test integration definitions and concepts. A joint-funded program between the Department of Education and other agencies (MDOL, DSS, MESC) to develop common assessment criteria and methods, it received 8-percent funds for 1988. The State Job Training Coordinating Council (SJTCC) will review evaluation results in October of 1989 and make recommendations for future services for the most disadvantaged clients.

Education and employability development plans

All JTPA 8-percent program participants develop an Education and Employability Development Plan (E/EDP). Many intermediate school districts have provided leadership through 8-percent funding to implement a uniform employability development plan in local districts. This year the Department of Education will work with state and local agencies to develop common employability development plan criteria and methods. State inter-agency guidelines will be established for creating a locally administered employability development plan for each participant. Plans will be piloted during 1988 and cooperative agreements will incorporate the implementation of employability development plans for each 8-percent program in 1989.

Duplication of Services

Efforts to eliminate duplication of services are focused on intake, assessment, eligibility verification, and job placement services. These areas have been identified by the Governor's office and by education and training agencies as the areas to target for coordination activities.

Training services have sometimes been duplicated at the local level — often both a public school and a private school or community based organization (CBO) will offer training in the same occupation — however, neither state not local administrators consider the duplicated training services unnecessary. Where local training services are available from two sources (usually a public institution and a CBO), one source is usually cited as meeting a need not met by the other. For example, private schools often offer short-term or open-entry programs while public institutions do not. Community-based organizations are cited as being less intimidating for hard-to-serve clients who have failed in the public school setting; their programs offer support services that public schools do not. State education officials reported that duplication is seldom seen in rural areas of the state serving small populations.

Barriers to Coordination

Many of the common barriers to coordination between education and job training still exist, to varying degrees, in Michigan's SDAs. Vocational education agencies still resist the widely-used JTPA performance contracts and are discouraged by the complicated and time-consuming request-for-proposal process required by PICs. Many public educational institutions find the JTPA contracts too small to justify the expense of competing for and operating programs. Public education institutions are at a disadvantage competing for training contracts where private and non-profit agencies have previously established themselves as successful JTPA contractors.

Another problem is that the performance standards drive SDAs to look for programs with intensive services and a job-placement orientation, which schools often do not possess. In addition, there are conflicts between the specific requirements of the two acts (JTPA and Perkins) that inhibit the ways in which the two can be integrated (e.g., eligibility requirements and special set asides).

Both state and local participants in this research expressed the belief that the federal JTPA and Vocational Education laws could do more to promote coordination between the two programs they create. The differences in eligibility and target populations and the existence of set-asides in the federal laws were identified as barriers to further state and local program coordination. Differences in definitions, terms, goals, and reporting requirements in the two laws further confound efforts to use the two programs to provide integrated services.

The Berrien-Cass-Van Buren SDA and Intermediate School District Programs

Background

Berrien, Cass, and Van Buren Counties form one JTPA service delivery area. During our research, we met with representatives of the intermediate school districts and the local JTPA administration in this three-county area. The unique relationship of the intermediate school districts and JTPA was the focus of this case. There is at least one skill center in the SDA, along with two community colleges, county vocational education consortia, and high schools — all involved in the delivery of JTPA services.

Eight-Percent Grants

Lewis Cass Intermediate School District (ISD) is the area DEPE and the administrative entity for the JTPA 8-percent Education Coordination Grant and the Perkins Adult Training and Re-training Grant in the SDA. The 8-percent funds go directly to the Lewis Cass ISD. There are 20 subcontractors on the 8-percent grant, monitored from Lewis Cass ISD.

In this SDA, the 8-percent grant was split into six parts for six local entities to develop proposals: one each from the two community colleges, Benton Harbor School District (the biggest school district), and the three county ISDs. The money was split equally among the six entities.

Priorities and training plans are developed at round-table meetings of educators. Rational approaches to the use of funds develop from these meetings; for example, the community college wanted to take the role of serving adults. Participants cannot enroll part-time under JTPA Title IIA, so 8-percent money supports the adult part-time training at the community college. Similarly, there is no operational vocational education money, so JTPA is used to cover operational costs for vocational programs.

All public schools in the SDA receive 8-percent money (through the ISD or the school district) for *Educational Development Plans*. The Education Development Plan program started four years ago with an in-service training for all counselors from the school districts. Students go through approximately 20 hours of occupational interest testing and pre-employment skills counseling. All eighth and ninth grade students receive testing. The testing is paid for out of JTPA funds for JTPA eligible students. The JTPA funds help cover the fixed costs that schools incur for the computer system and counselors for the Educational Development Plan program.

The 8-percent funding also provides *multi-occupational training*. Lewis Cass ISD coordinates multi-occupational classroom training for dropout prone, disabled students. The participants receive special counseling and technical assistance needed to complete vocational training. Two area community colleges also offer multi-occupational classroom training. Through this program, JTPA participants have the opportunity for vocational training, with counseling, tutorial assistance, and placement services from the college. Hard-to-serve participants are enrolled for long-term training and are funded by 8-percent funds their first year, then transferred to JTPA Title IIA support for further training. Others enroll for their freshman year or one-year certificate programs. At the community colleges, participants can take vocational/technical training for up to three years, part-time.

The 8-percent services are combined with other services. Youth in multi-occupational training complete a Title IIA assessment program about three-fourths of the way through their multi-occupational class. EDP participants are transferred into the Title IIB summer youth employment and training program for employment experience. Adults and out-of-school youth who are social services clients can receive mileage allowances and child care from social services and may elect to use the welfare program or job service for placement referrals. Adults and out-of-school youth in the remedial and multi-occupational training programs are transferred after the first year into Title IIA multi-occupational training programs (for 24 months of training).

Another program offers occupational training at out-of-county Skills Centers. There are no youth skill training centers locally, and tuition is $1,700 for out-of-county youth to attend other skill centers. For disadvantaged students, the ISD pays half of the tuition through JTPA and the remainder from the education budget.

Other Cooperative Efforts

All three counties have other JTPA contracts, including youth employment services; employment, work maturity, and job placement services for in-school youth; try-out employment; and occupational skill training.

The SDA's youth contractors include many public school districts and vocational education consortia. These agencies provide such services as try-out employment, single parent programs, youth employment services, and high risk youth programs.

Public schools also figure prominently as classroom skills training contractors. In 1987, Southwestern Michigan Community College had the largest grant and Lake Michigan College the second largest grant for multi-occupational programs. Other classroom skills training contractors were Benton Harbor Area Schools and private institutes.

The SDA has major occupational skills training contracts with one business college and a private truck driving school. Reportedly, the SDA chose to have these contracts instead of contracts with public schools because the private sector PIC representatives think that JTPA should support private schools. In some cases, the SDA would like to use public schools instead of private schools or CBOs. The SDA staff explained that 51 percent of the PIC members are private or CBO representatives, so the SDA or schools must fight the majority to get programs into the public schools.

Another local coordination benefit is joint placement. The ISD pays for placement with JTPA funds. Job developers from the schools, JTPA, and the community college meet once a week to share job and client information. This is one primary example of local, informal coordination. Job placement services were identified by the local administration as a source of duplication and a target for coordinated efforts. This was interesting because job placement was also a service targeted for coordination by the state coordination criteria.

Attitudes Toward Coordination

One representative of the ISD told us that the coordination mandates in the law are very good. At first, the SDAs did not know what education agencies were doing. Now the PIC must be better informed about the available training options because of the mandated review process. The Berrien-Cass-Van Buren SDA is probably one of the few in the state that reviews local education plans, Career Education Plans, and other documents it should review. The SDA believes that, over time, coordination has improved, and the amount of vocational education offered through JTPA has increased. In part, schools attributed this to educational agencies' access to other resources: "The PIC knows that this is where the money is."

The SDA education agencies recognized some state-level activities that support their coordination efforts. For example, staff from Adult and Extended Education (in the Michigan Department of Education–MDOE) have brought together Career Education Planning District (CEPD) directors and vocational directors for conferences to encourage applications for 8-percent and joint contracts. The state also supports coordination for student employment fairs.

Barriers to Coordination

Although there are many joint JTPA-education projects in this SDA, most are in the school districts and ISDs. The PIC staff director said that the PIC does not like to work with the community colleges because they have low placement rates. Private schools and skill centers have better placement rates. On the other hand, the cost to the PIC of community college training is low because JTPA students often receive Pell grants for their training.

Duplication of Services

The local SDA has had problems with the duplication of job placement services. Each institution, the JTPA office, and the community colleges have placement services. A youth attending more than one program could be served by different placement counselors, and more than one agency might get credit for the placements (e.g., the ISD and SDA might overlap). The SDA solved this problem by having the local job developers work together, coordinating their contacts with local employers and sharing job leads.

Another example involved a Lake Michigan College Title III grant, made directly from the Governor's Office for Job Training to the college. Three years ago, the college set up a Title III program for a company expecting many layoffs. There was a bitter fight between the PIC and the college over this program. The college hired eight job developers and did not work with the PIC, which already had job developers on staff. The PIC director believed that this duplication would have been avoided if the Title III money was administered by the PIC.

Kalamazoo-St. Joseph SDA and Intermediate School Districts

Background

Kalamazoo and St. Joseph counties are organized into one SDA, administered by the W.E. Upjohn Institute for Employment Research in Kalamazoo. Our research focused on the JTPA programs of the two county intermediate school districts. Between the two counties, there are five colleges and universities, two city school districts, six other school districts, and one area vocational center.

According to our interviews, one PIC priority is to use existing training resources. For example, the JTPA Biennial Plan identifies remedial/basic education training as one service that should be available from existing resources. The plan states that the PIC will offer remedial education *to those who are not able to secure the same training from existing community resources* (e.g., adult basic education).

The PIC has objectives that support coordination of services, for example, to involve vocational education service providers in planning, developing, and implementing cooperative and efficient delivery systems and to coordinate and interact with Kalamazoo and St. Joseph Counties' employment and vocational training resources.

All training grants in the SDA are funded through a request-for-proposal process. In 1984, a coordination study conducted by the schools revealed that the schools were competing for money. The schools have tried to reduce this competition by informal communications and through the Education for Employment (school consortium) network. Now, when there is a request-for-proposal for education services, different education agencies get together to decide who should apply for which training grants. Sometimes schools will still compete with each other, but there is more coordination this way.

In this SDA, education has many JTPA training grants because the schools are good at competing in the request-for-proposal process. The ISD does not have much competition for the kinds of grants it pursues, but the private sector does the small amount of classroom vocational skills training offered in the SDA.

Eight-Percent grants

Priorities for local use of 8-percent funds are set by a District Education Planning Entity, or DEPE. The DEPE sets the criteria and ranks proposals for 8-percent funds. DEPE membership consists of the educational representatives from the PIC and other educators, including representatives from both county Career Education Planning Districts (CEPDs). The DEPE ensures that the use of 8-percent funds meets vocational education requirements and concurs with PIC priorities.

According to the SDA administration, the 8-percent funds are not just for education. The same services are allowable under 8-percent as under other JTPA titles. The DEPE and PIC choose what to fund based on the restrictions of available funding sources. The programs that are locally funded from 8-percent cannot be supported by Title II.

The match requirement also distinguishes the 8-percent program from other JTPA funds. The DEPE and PIC have not restricted the allocation of 8-percent funds to public education, but public education gets 8-percent grants because schools have the match money. When asked if the match requirement draws education dollars to the program, the SDA said it does not. The match comes from in-kind resources that would be available to the program anyway.

Both ISDs receive a portion of the 8-percent coordination grant each SDA in the state receives. This money is used for administration.

This year, the SDA received an 8-percent training grant for the Jobs for Michigan Graduates (JMG) dropout prevention program. The grant recipient is Youth Opportunities Unlimited (YOU), a former community-based organization that was incorporated as part of the Kalamazoo ISD and that holds virtually all JTPA youth training grants. Although it is a division of the ISD, YOU has a separate facility and appears to operate fairly independently of the schools.

JMG serves youth in two schools in each county. It is based on a national model that prescribes a program in the public schools, that teaches pre-employment and work maturity skills using competency-based curriculum, pre-tests, and post-tests. The classes are taught by teachers from the schools. The match for this program comes from the YOU Foundation and from the Operation Graduation (a limited work experience program). Eight-percent funds pay the transportation for work experience participants enrolled in JMG.

Other Cooperative Efforts

Local education has other contracts for JTPA services. The two area community colleges hold contracts for multi-occupational classroom skills training. Goodwill Industries and Davenport Business College (private) also hold contracts for occupation skills training. The Upjohn Institute holds a contract to provide vouchers for occupational training under Title IIA, Title III, and the Older Worker Program.

JTPA students are integrated into regular classes at the community colleges. JTPA pays the student costs (tuition) and for some staff time to administer the program. JTPA also has purchased equipment for some college programs. When students get Pell grants, this reduces the amount JTPA must spend to train participants at a college.

YOU has contracts for JTPA Title IIA and B youth programs, as well as the Michigan Youth Corp grant (state), Jobs for Michigan Graduates (JTPA 8-percent and other funding), and Operation Graduation (state Department of Education).

YOU staff does intake and eligibility verification for all youth programs in Kalamazoo and all JTPA programs in St. Joseph County. YOU staff go out to the schools and community agencies to enroll participants. Job placement services are coordinated with the

Michigan Economic Security Council (MESC): a MESC placement counselor is housed at the YOU office to do placement and job counseling.

The SDA director wrote the grant application for an Adult Training and Retraining Grant (Perkins). This grant provides $25,000 this year to educational institutions within each SDA for the development of a human resource directory, adult assessment coordination, GED/basic skills training, and drop-out prevention. These Perkins coordination funds were spent on GED programs for dropouts and on incorporating employability skills into programs for adults in vocational education programs. The ISD is the grant recipient, but the funds are used as if this were an SDA-wide project.

Council on Human Investment and the Governor's Resource Integration Plan

The Kalamazoo Council on Human Investment was formed in January of 1988 with initial representation from Kalamazoo Valley Community College, MESC, Rehabilitation Service, county Human Services, county Social Services, the Kalamazoo County Economic Expansion Corporation, and the PIC. Representation was added from Vocational Education, Adult and Continuing Education, and the ISD (Master Plan, p. 28).

The purpose of the council is to carry out the Governor's integration plans locally and, independent of the Governor's council, to facilitate communication and coordination among agencies providing employment and training services in the community. The Council secured a MESC grant to support two program coordinators in these efforts.

One main activity of the new Kalamazoo Council on Human Investment (KCHI) was the development of a common intake and assessment process and common employability development plans. The Council has accepted a common intake process. Employability development plans were already used by JTPA and Adult Education, so the KCHI sponsored a forum to demonstrate the common EDP process currently used by all county adult education schools (Master plan, p. 29).

The SDA plans to have St. Joseph County follow Kalamazoo County in the implementation of integration programs, using Kalamazoo as a testing ground. St. Joseph County started a Human Resource Council this year with the same design as the KCHI and will proceed with the same types of integration programs. The goals of the St. Joseph council are to create central placement services and a resource guide for employers.

Kalamazoo Valley ISD — Education for Employment

The county-wide Education for Employment (EFE) program in Kalamazoo addresses such needs as guidance, assessment and placement, technology education, a technology application center, pre-apprenticeship, special needs, partnerships, articulation, and basic skills. There is an Educational Development Plan Advisory Committee and EFE district councils that provide management and planning activities.

Under the Education for Employment program, all schools in the ISD use the same Education Development Plans (EDPs). This common EDP has been adopted by JTPA and other organizations under the Human Investment Council system. Secondary students and adults have access to the vocational programs in all parts of the county through the cooperative agreements, articulation, and coordinated curriculum.

Attitudes Toward Coordination

On balance, the SDA director believed that the benefits of coordination outweigh the costs of coordination. He saw the benefits of coordination for the client, the schools, and the programs. The client avoids the negative effects of turf battles, the schools can develop new courses, and the programs become much more attractive candidates for grant awards.

Barriers to Coordination

The SDA director described one source of problems for coordination efforts originating at the state level. The Governor's Office of Job Training and Michigan Job Training Coordinating Council coordinate their policies. However, the Michigan Department of Labor (MDOL) and the Michigan Department of Education interpret the policy differently, and bring their own language to it. For example, resource integration (the key word in the Governor's coordination plan) is an education concept. Although the Michigan Department of Labor has emphasized coordination, not integration, they do support the current integration plan.

Another barrier to coordination, according to the SDA director, is that JTPA has not known what vocational education is. He said JTPA is starting to understand vocational education better.

Duplication of Services

According to the local SDA, there is no unnecessary duplication of services. This is attributed to the fact that the PIC concentrates on coordination. Many different programs have the same services, but serve different clients. The only overlap is among job developers: there are too many job developers contacting the same employers.

Some of the postsecondary skills training offered by the SDA is provided by the community college. Other postsecondary skills training is offered at private schools, for example, the Davenport Business College. The Davenport training was started under an 8-percent grant and moved to a 78-percent grant. The SDA uses Davenport because the private college offers "sensitivity to placement" that public schools do not. For example, JTPA focuses on the training clients' minimum job skills, and the private school is willing to train to that end. The business college also designed a specific program for JTPA offering remedial typing for those who would not have been accepted to Davenport because they did not have entry-level typing skills.

MONTANA CASE STUDY

Background

The Montana case studies provide examples of four different forms of coordination. The first case study of the Career Training Institute in Helena, Montana shows how different funding sources (specifically Perkins, state, JTPA IIA, and JTPA 6-percent incentive funds) can be combined to meet client needs in a Displaced Homemakers program. A second form of coordination exists when funds remain separate but are used to finance specific components of a program provided by a single institution. This is exemplified in the Montana AFL-CIO's *Project Challenge: Work Again* program, which utilizes Perkins funds to finance the literacy component of their JTPA Title III-funded dislocated worker program.

Services in Missoula, Montana typify a third form of coordination by establishing a local intake and referral network allowing programs to be customized to meet individual client needs. Representatives from local education agencies (LEAs) and community-based organizations (CBOs) meet weekly to determine which locally available programs are best suited to meet the needs of newly recruited and walk-in clients .

In Kalispell, program operators and local educators bring together different service providers with different funding sources to create comprehensive programs. Here coordination may take the following forms: a CBO using JTPA Title IIA money to provide a client with recruitment, intake, assessment, and counseling services; the community college providing skill training with Perkins grants; and the state Job Service placing the client in unsubsidized employment. In this way, each institution concentrates on those services they are best able to provide and each client has access to the best resources available in the community.

State and local program administrators consistently identified the following as primary factors determining the level of coordination at the local level.

1) Local directors have specific personal attributes such as:

    - willingness to work and meet with others to put a program together

- willingness to relinquish "turf" and not worry about who gets the credit or rewards if the job gets done
- willingness to compromise
- enough energy, imagination, and creativity to solve problems with hard work
- willingness to meet funding source requirements even though their institutions must implement additional administrative and accounting procedures to do so
- willingness to provide a service or administrative function in a new way if it helps complement other programs and services in the community.

2) Small informal networks exist to share ideas and solve problems within communities and across programs (like the Displaced Homemakers program). This is [illegible] part, a function of small town life and geographic isolation.

3) Few CBOs and private educational institutions exist, necessitating the use of public education agencies that have relatively little competition.

4) The low population density makes coordination essential between numerous school districts and communities that alone would not have the money to provide a full range of services.

5) State administrators who know many of the local agencies' operators can suggest where to go for matching funds and specific services.

6) Financial and human resources are scarce. Where the need is great and the resources are few, competent people are often able to develop creative and innovative programs.

Most of the points indicated are specific to local areas and are not contingent upon decisions made by state officials. This suggests that the role of state policy in facilitating coordination at the local level is minimal. Both state and local officials confirmed that coordination and program integration arose most often where local program operators took the initiative, and not as a result of state policies or programs.

Vocational Education and Job Training Policy Development

The Montana University System (MUS) is in charge of allocating all the Perkins funds that come into the state. However, vocational education policy guidance is split between the University Board of Regents, which determines postsecondary school policy (including the five area vocational-technical schools), and the state Board of Education, which oversees the public secondary schools. The advisory vocational education council, established under the Perkins Act, works closely with both MUS and the State Office of Public Instruction (which contracts with MUS to manage Perkins projects in the secondary schools) so the council may affect policy at both levels. The role of the Governor in setting vocational education or job training policy is seen as minimal by department administrators.

The Department of Labor and Industry (DLI) administers the state's JTPA programs, the employment security system (through a network of local offices known collectively as Job Service), and various state-sponsored economic development projects. There are two service delivery areas (SDAs) in Montana. Both SDAs are administered locally in Helena by the DLI itself because both PICs have chosen DLI to be the administrative entity for their SDAs. JTPA policy development is highly centralized because DLI administers the programs at both the state and local levels.

DLI rarely uses performance contracts. Both PICs have determined that they are not necessary and would inhibit the use of some small but competent local service providers who would not accept them. The PICs still emphasize performance standards in deciding which programs to continue. The coveted 6-percent incentive funds are also allocated according to performance standards.

The largest JTPA Title IIA contractor is the DLI's own Job Service, which receives 73 percent of all Title IIA program dollars in PY87. Job Service offers some skill training programs but uses the money mostly for its OJT programs. Other contractors include the state's displaced homemaker centers, the local community-based Human Resource Development Councils, and the State Department of Social and Rehabilitation Services.

While vocational education programs are primarily the responsibility of the newly-appointed Montana University System (MUS), the Office of Public Instruction continues to administer the JTPA 8-percent coordination grants. They receive a grant from DLI which is subcontracted to local educational agencies, community-based organizations, and other state agencies. The request-for-proposal for 8-percent funds is released at the same time as the

Perkins grant applications are released by MUS to facilitate the matching of JTPA 8-percent funds with Perkins funds.

State Government Administrators and the Coordination Issue

Most of the coordination mandates stated in the Perkins Act are adhered to in Montana. Though it would be difficult to conclude that the Perkins mandates have facilitated joint planning in Montana, state administrators still find them helpful in facilitating the flow of information required for effective policy development. Interestingly, one administrator suggested that the coordination requirements between JTPA Title III and Perkins grants found in the Perkins Act should be broadened to include Title IIA/B programs and that reciprocal language should appear in the JTPA law.

The greatest limiting factor to coordination, according to Montana state administrators, is found in the Perkins and JTPA legislation itself. One administrator at the Montana University System believed that there were "no barriers to coordination, just barriers to meeting client needs." The administrator stressed the point that coordination itself is not the goal, providing services is. Serving the "hard to serve" is difficult under the JTPA program since these clients need comprehensive programs requiring long periods of service. JTPA is not designed for those who need extensive training, support, and educational services because program operators are rewarded for job placements and low costs per placement.

Both state JTPA and Perkins program administrators complained about the matching requirements in both acts. MUS stated it had a hard time matching some of the small Perkins special set-asides. Matching for the handicapped and disadvantaged set-asides is particularly difficult in Montana. Twenty-one percent of the FY89 set-aside was unallocated at the conclusion of the proposal process, necessitating the issuance of a second RFP. Though eventually all the money was allocated, actual Perkins expenditures by sub-recipients remained low. One administrator claimed that Perkins was not designed for rural areas with no other vocational education or special education money available. In Montana, by the time money is allocated to local program operators, the amounts are so small that they fail to leverage any additional money that is not already being spent on these services. Matching becomes merely a time-consuming bookkeeping exercise with little discernable impact on the overall level of service provided.

Displaced Homemakers Program — Career Training Institute, Helena

The Career Training Institute is one of the 13 displaced homemaker centers (DHC) throughout the state. Montana law (HB400) allocates state funds to the displaced homemaker centers. Program participants must be adults who have spent the preceding three years in the home without full-time work or whose family has lost income due to a job layoff. Both SDAs have decided to fund these services for economically disadvantaged women through JTPA Title IIA. In 1987, ten of the state's DHCs were receiving Title IIA funds in addition to the state funding appropriated under HB400. Career Training Institute also receives JTPA 6-percent incentive funds for exemplary Title IIA performance, a small Perkins grant for day care services under the state's 20-percent Title IIB set-aside, and a Perkins single parent/homemaker grant that pays for on-site computer skills training.

The basic program lasts for five weeks and includes employability and life skills training in the morning and clerical/computer skills training in the afternoon. The program includes life skills, basic education assessment, and employability development plan services. Support services and day care are provided through the JTPA Title IIA and Perkins grants. Placement services are provided on site with the help of the local Job Service staff, who receive and provide referrals. (Job Service operates its own JTPA programs as well.)

The mix of funding sources permits Career Training Institute to provide a complete set of services to the community. The Perkins day care grant allows Career Training Institute to offer essential day care services that would otherwise not be available because of JTPA's cap on support service expenditures. The HB400 and Perkins IIA funds allow the Institute to provide services to those women who are not economically disadvantaged and would not qualify for services under JTPA.

If a client finishes a program and goes back to school full time, it would be considered a negative termination under JTPA. Many women come to the program unprepared to re-enter the classroom environment and fearing the community college, but needing to improve their skills before entering the job market. They like the supportive environment in the small Career Training Institute program. However, the program might loose money if it served these women with JTPA funds and the clients wanted to go on to school full time at the end of the program. The existence of the Perkins grant that is not tied to performance standards makes it possible for the Institute to serve women who want to continue their training.

Project Challenge: Work Again — Montana AFL-CIO

Project Challenge: Work Again is Montana's dislocated worker program, funded primarily with JTPA Title III funds. The Montana AFL-CIO receives the state's JTPA Title III funds to conduct crisis intervention workshops in businesses that have had recent layoffs or will soon lay off a large number of workers. Project Challenge offers a variety of services including skills training, skill upgrade, literacy, counseling, placement, referral, and readjustment programs to dislocated workers. An innovative aspect of the program is the use of a Perkins IIA adult education grant to fund the program's literacy component in conjunction with Helena School District #1. This case provides an example of how a JTPA service provider, along with a school district, can tap into vocational education funds to finance a program component that is provided in-house.

The program has three main components: a core component serving laid-off workers, a disabled component for injured workers who need vocational adjustment services, and a prison component for incarcerated workers soon to be released. Workers participating in any of the three main components may receive literacy training as needed through the Perkins grant. In addition, they may participate in on-the-job, classroom, skill upgrade, and employability skills training. They are also eligible to receive support services to help keep them in training or to help during their job search.

Program outreach and intake is conducted through a crisis intervention workshop. Here, the key is to get to the dislocated worker as quickly as possible, hopefully well before the layoff occurs. In the workshop, workers are introduced to the social and educational network available to assist them and their families with the adjustment.

Presently, classroom training courses offered through Project Challenge are limited in scope and number. Training in sheep shearing, asbestos removal, and boilermaking is available to all dislocated workers. In addition, there is a skills upgrade program for electricians available. Classroom training is conducted through an appropriate AFL-CIO local chapter helping to ensure expert training and placement upon completion of the program. There is little money left over for individualized training through a community college, but if a worker elects to attend a community college, Project Challenge will pay tuition and offer financial support for the first academic quarter. After that, the client who remains in school is on his/her own (although he/she may be eligible for other JTPA services) and the program receives a negative termination for him/her. Only about 30 percent of all Project Challenge participants receive some form of classroom training.

Some dislocated workers require basic skills training before they are "job ready." This has prompted the AFL-CIO to add a literacy component to the program. While about 65 percent of the program's participants could use some form of basic skills remediation, there are only enough resources to provide literacy training to 10 percent of the workers in the program. Project Challenge administrators noted that DLI's emphasis on attainment of performance standards makes long-term training risky for the program operator. Hence the emphasis is on placing clients in a job, in the hope that they will seek remedial or vocational training on their own once they are working again.

The literacy component is financed through a Perkins IIA adult training grant. The grant goes to the school district and then Project Challenge requisitions the school district for literacy component expenditures. The Perkins funds pay for three AFL-CIO-hired teachers who travel throughout the state conducting small classes, and who occasionally conduct one-on-one training, if necessary. Displaced workers enrolled in the literacy component are eligible for support services through JTPA, though the training itself is provided with Perkins funds.

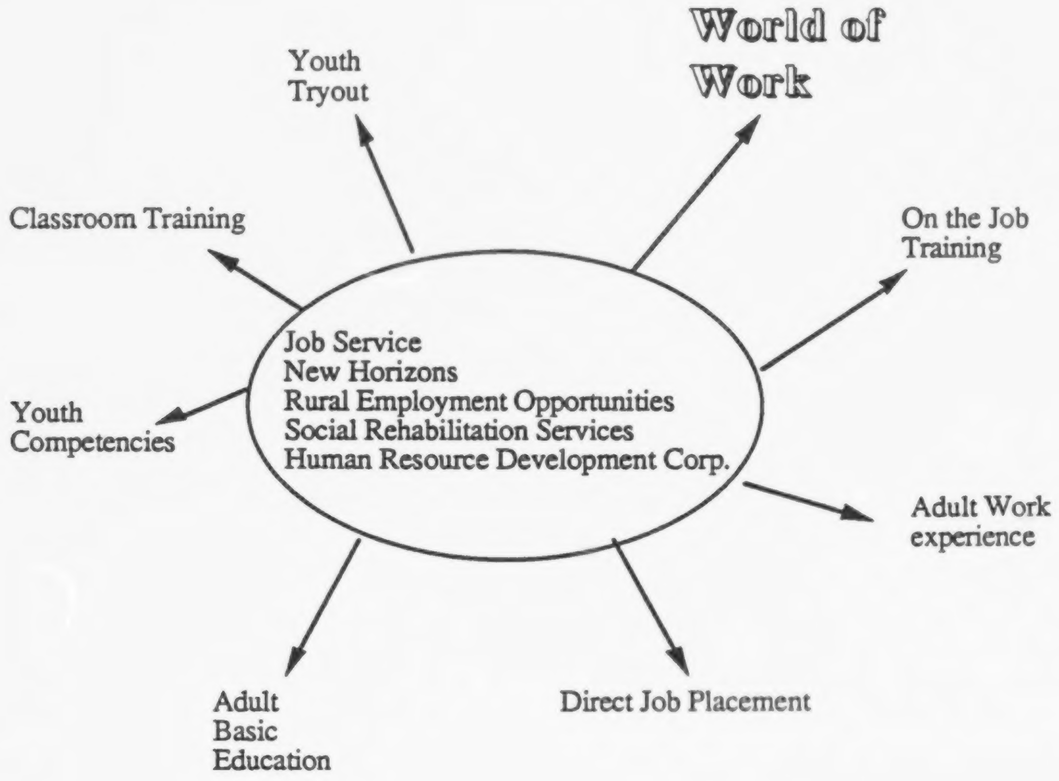
Project Challenge has had high placement rates, high average placement wages, and good job retention outcomes. It is a good example of how Perkins grants can be used in conjunction with Title III programs to provide comprehensive services to dislocated workers. Barriers continue to exist, inhibiting local education agencies from providing direct services to laid-off workers. However, it is still possible for education to be an important part of Title III programs by providing services with or through a community-based organization. Perkins grants can be used, as in this example, to finance educational agencies participation while allowing the community-based organization to maintain administrative and programmatic control over the coordinated component of the program.

World of Work Program — Missoula County Schools

World of Work (WOW) is a JTPA 8-percent program run by the Missoula County High Schools' Adult and Continuing Education Division at the Missoula Vocational Technical Center. The program is designed for adults and youth, 16 years of age or older, who have encountered employment barriers and need training in pre-employment skills. The program consists of a three-week course that focuses on job-seeking skills, including vocational choices, applications, resume writing, job interviews, grooming and hygiene, and letters related to the job hunt. It also covers job retention issues. The program is currently funded under the JTPA 8-percent coordination set-aside administered through the Montana Office of Public Instruction.

WOW is one component of a network of services provided to JTPA clients in Missoula. A schematic diagram of this network is presented below:

There are five service agencies in the Missoula area that refer clients to WOW. These five agencies are listed in the circle in the diagram below. The agencies refer clients to any one of the service programs represented by the arrows in the diagram.


World of Work
Youth Tryout
Classroom Training
On the Job Training
Job Service
New Horizons
Rural Employment Opportunities
Social Rehabilitation Services
Human Resource Development Corp.
Youth Competencies
Adult Work experience
Adult Basic Education
Direct Job Placement

World of Work serves JTPA clients through an open-entry open-exit three week program. Each week's classes cover different topics: 1) work choice and working conditions, 2) job search tools and techniques, and 3) job retention skills. The program serves a maximum of 12 clients at any one time.

There are several ways in which clients enter the program. Once a week, Job Service and JTPA hold a group intake session for new clients. Intake consists of 1) determination of eligibility, 2) completion of an Employment Development Plan, 3) client aptitude and skill assessment, and 4) an appointment for an individual interview. The JTPA staff also meet weekly to determine which program component would best serve each new client. Clients whose goals or characteristics do not fit the objectives or eligibility requirements of WOW will be referred to one of the other services. For example, clients whose primary goal is immediate employment might be referred to Job Service's JTPA Title IIA program.

Clients entering WOW by referral from one of the service agencies are first introduced to WOW through the "Roundtable," which meets once a week and provides an opportunity for all the service agencies in Missoula to discuss the placement of specific clients. At that time, agencies will also present to WOW biographies of those clients they wish to enroll in the program.

Because WOW is a JTPA 8-percent program, Missoula County High Schools must match the funds from JTPA, dollar-for-dollar, with education funds. These matching funds are partially derived from:

1) in-kind match from the local high school district (basically space for classes and custodial services),

2) Adult Basic Education expenditures (for providing assessment and remedial services),

3) Carl Perkins Vocational Education Act funds — a grant for a program of pre-vocational English, math, and job-seeking skills classes for LEP adults (for their Hmong population).

Flathead Valley Programs, Kalispell

Vocational education and job training programs in the mountain town of Kalispell are well integrated, making the most of the limited resources available. There are only a few service providers in town, including the community college, the high school, a CBO, and the local Job Service, but each has established certain areas of expertise, ensuring client access to the best resources available in the community. Program proposals are often created through a team approach with the final product offering services through multiple institutions as part of a single program. An example is the town's summer youth program run through a CBO which offers a skill training component with high school or community college credit. It is paid for, in part, with local vocational education and state ADA (average-daily-attendance) funds.

The small size of the town and geographic isolation have contributed to the formation of informal networks that have existed for many years. Staff move frequently between the local schools, the community college, and the Northwest Montana Human Resource Center (a CBO). A local job placement group consisting of representatives from the CBO, community college, and the Job Service meet weekly to share job listings and discuss clients in need of placement.

Examples of coordination with the community college are found in the Job Service's Nurse's Aide program and the Human Resource Center's (HRC) Displaced Homemaker Adult program. In both cases, the community college provides the classroom training component of the program and the other agency pays only for the student's tuition with JTPA funds. All other costs are absorbed by the community college. Besides the Nurse's Aide course, the college offers word processing and GED courses (open entry/exit), surveying, forestry, and secretarial training to JTPA students. There are almost always non-JTPA students in these classes as well.

Displaced homemakers and community college students who require on-the-job training are referred to Job Service. DLI permits the Kalispell service providers to jointly enroll clients to facilitate this process. Joint enrollment between the HRC, the community college, and Job Service permits clients to receive on-the-job training (at Job Service) and classroom training (at the community college) while enrolled in any one of the three agencies' JTPA programs. The agency providing the largest portion of services to the client receives a placement credit when the worker is placed in a job. Many referrals are made between agencies, but a tally of credits for referrals and placements is not necessary, since it tends to even out in the end. Also, there is no competition for JTPA-eligible clients since the demand for services is great among the relatively large JTPA-eligible population.

As previously mentioned, the HRC runs the summer youth employment programs in conjunction with Flathead High School and the Flathead Valley Community College. The coordinated component targets 35 at-risk youth in the Title IIB program for special summer vocational education classes. These classes will help them earn high school credit toward graduation. It is funded, in part, by a JTPA 8-percent grant (funding will switch to a Perkins grant in PY89). HRC receives the grant to provide recruitment, enrollment, orientation, assessment, job readiness, career awareness, work experience, counseling, and other support services. Flathead High School provides educational facilities, some equipment, instructional materials, and three certified teachers to instruct clerical/computer skills, shop and safety skills, and introduction to forestry classes. Flathead Valley Community College offers its Nurse's Aide class to HRC program participants for either community college or high school credit (through an agreement with the high school). Both educational institutions finance the classroom training services through state and local funds.

Conclusion

The Montana case studies demonstrate four different forms of coordination: combining funding sources to provide a range of services within a program, combining funding sources to provide a specific program component, coordination of intake and referral between programs within a community, and coordination of components offered by different local service providers within each community program. The fact that there are so many forms of coordination found in Montana suggests that the level of coordination within the state is high, and that local education agencies are a critical part of the state's JTPA programs. However, it is difficult to point to any state policy responsible for this heightened level of coordination. Even state administrators are likely to credit local agencies with responsibility for coordination efforts. Informal networks, which occasionally become formalized in time, have become an integral part of coordination in Montana. Geographic, demographic, and economic factors have also helped to emphasize the need for enhanced coordination.

Almost all state and local program administrators interviewed shared the opinion that coordination was important to ensure the efficient use of scarce resources and to reduce program duplication. There seems to be agreement in Montana that, while enhanced coordination may provide an added level of program quality assurance, coordination cannot address the major shortfalls and problems that program administrators face. Program administrators stated that they felt there is as much coordination taking place between vocational education institutions and job training programs as is possible, given the provisions of current federal legislation. They felt the existing level of coordination is sufficient to meet client needs effectively.

NORTH CAROLINA CASE STUDY

Background

In North Carolina, education is a major focus of government policy and government expenditures. These expenditures have been the centerpiece of the state's economic development strategies for job attraction and retention and may have contributed significantly to the state's economic success. Approximately 75 percent of all State General Fund revenues has been spent for public education in recent years.[1] The state ranks second in the nation in its share of local and state government general expenditures used for education.[2]

The community colleges, which are at the center of the state's adult vocational education system, have been most successful in coordinating with JTPA programs. They provide class size training programs and training on an individual referral basis for JTPA clients. Rarely is their participation in the JTPA program made contingent on their ability to place students in unsubsidized employment. Most SDAs use the community colleges for skills training services, and occasionally for recruitment, assessment, and other support services. JTPA students are fully integrated into the community college system with the college earning full-time-equivalent revenue for the provision of services to these students. The SDA receives training services at virtually no cost since tuition fees are very low.

The community colleges have a history of serving economically disadvantaged students through the Human Resources Development and Participant Service Center programs, and of creating special programs on an as needed basis through the state's Focused Industrial Training program (all described below). These programs have helped break down some of the institutional barriers to coordinating with the JTPA program.

The public school districts are not as well integrated into the job training system as the community colleges. This is partly a result of a lack of coordinated effort at the state level to encourage school districts to become involved in local JTPA programs. School districts do not receive the amount of local autonomy enjoyed by community colleges and thus find their program offerings more restricted by state policy. Many school districts cited administrative record-keeping requirements as a disincentive to seek JTPA contracts.

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[1] North Carolina Advisory Council on Vocational Education, *The North Carolina Story*, Raleigh, NC: August, 1987.

[2] National Education Association, *Rankings of the States, 1987*, West Haven, CT: 1987.

School district participation in JTPA programs is less extensive than in other states. Little effort has been made on the state level to overcome the common barriers to local coordination, partly because the state Division of Vocational Education does not have JTPA responsibilities (JTPA 8-percent administration and JTPA coordination responsibilities reside with the Department of Public Instruction's Support Programs Division) and is less able to play a facilitative role. State and local administrators voice the often heard complaints about extensive paper work, program funding insecurity, the need for longer lead time to develop new programs, and the immense effort required to secure relatively few JTPA dollars.

Vocational Education and Job Training Policy Development

Federal Perkins Act funds for vocational education are received by the State Board of Education, which also serves as the vocational education board. These funds are divided according to a two-thirds/one-third split between secondary and postsecondary institutions. Effectively, this is realized by giving two-thirds of the money to the Department of Public Instruction's Vocational Education Division and the other third to the Department of Community Colleges (DCC).

North Carolina has a number of state-sponsored job training programs. The community colleges are the core institutions for these programs, including the Human Resources Development (HRD) program. HRD was started in 1968 as an effort to recruit and retain jobless workers in community college vocational education programs and help them find employment. The program offers a six week assessment, world of work, and employability skills training cycle followed by job placement or additional skills training at the community college. Follow-up services are available for a period of one year. The program is in place in 45 of the 58 community colleges with a state appropriation of $3.7 million last year. Some SDAs contract with local community college HRD programs to provide HRD services to JTPA eligible clients. In this case, the SDA would pay for the clients' support services while they are in the program. Through this system, HRD programs received over $69,000 in JTPA support service funds for their JTPA eligible participants in PY87.[3]

Another state program involving the community colleges is the Focused Industrial Training Center (FIT) program. DCC's Business and Industry Services Division provides specific skills training services to new or expanding manufacturing and service industries (the program was limited to manufacturing industries until recently). Presently, 24 community colleges are offering industry-specific training through the FIT program. New and expanding industry classes are held either on site or at the community college with the state providing all instruction, non-specialized equipment, and training materials. Trainees are picked by the company (they may be employees or prospective employees) or they may be referred for training by the Employment Security Commission at the company's request. Training is made available as long as the company continues to provide enough new jobs to justify the program. Last year the program spent $5.9 million to train 12,300 workers for 47 sponsoring institutions. Seventy-seven percent of the projects provided training to new employees the company had already decided to hire.[4]

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[3] During the 1970s, the CETA program provided support services to most HRD participants. Now, no support services are available except for JTPA eligible clients enrolled in HRD programs that have an agreement with the local SDA. Presently, only 15 percent of HRD clients are JTPA enrolled while 32 percent are on some form of public assistance (North Carolina Dept. of Community Colleges, *Human Resources Development Program, 1987-1988 Performance Summary*, Raleigh: 1988).

Attracting major new businesses to the state is the responsibility of the State Department of Commerce's industry recruiting section. The state has a policy of not offering tax abatements to attract new jobs. Instead, they emphasize public infrastructure and human capital investments, such as the FIT program, along with a favorable business climate.[5] The Department of Commerce works with the Department of Community Colleges (DCC) to put a package together which includes FIT training to attract new businesses to the state. DCC administrators say they favor the program because they believe that once workers receive industry-specific training through the community college they will often come back again for general training.

The state's JTPA 8-percent funds go to the Department of Natural Resources and Community Development's Division of Employment and Training (DET). At the request of the State Job Training Council, DET instituted a system last year in which local PICs submit a set of local priorities describing how 8-percent funds should be spent in their SDAs. The money is then divided between the Department of Public Instruction (Division of Support Programs–DSP) and DCC based on the needs expressed by the local PIC's with the condition that neither department receive less than 45 percent of the 8 percent program funds. Both DSP and DCC claim the new system has not moved the locus of 8-percent funding decisions from the state to the local level. DCC's and DSP's priorities still ultimately determine funding decisions (they are often consistent with local PIC priorities anyway).

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[4] North Carolina Department of Community Colleges, *FIT Center Programs, 1987-1988 Annual Report*, Raleigh: October, 1988.

[5] Wages in North Carolina are low and one of the reasons is its anti-union bias. North Carolina is a "right to work" state with only 8.9 percent of unemployed workers belonging to a labor organization in 1982 – the second lowest unionization rate in the nation (U.S. Department of Commerce, Bureau of the Census, *Statistical Abstract of the United States, 1988*, U.S. GPO: Washington, D.C., 1987).

DET officials claim this was never really the intent of the new system. The idea was to encourage local school districts and community colleges to influence the process by trying to get the PICs to request the programs they wanted to run with 8-percent funds. Communication and joint planning might increase as local educators and business interests work together to set priorities among local needs and develop funding resources.[6]

Both DCC and DSP use the 8-percent program to fund alternative, experimental, or pilot type projects. Both require grant recipients to indicate how the program will be funded on a more permanent basis in the future (either through JTPA 78-percent funding or other sources). Sixteen of the 34 community colleges receiving funding in PY88 received funding for Participant Service Centers which provide job search, counseling, and assessment services to JTPA eligible clients (see below). Other funding priorities are for special education, employability skills, and education/employability assessment.

DSP allocates its 8-percent funds to local extended school day programs (designed for those students who need to work during the day, allowing them to go to school at night and get a GED), "prep. tech." programs (providing skills for high technology occupations), remediation, work experience, and pre-employment skills training.

State Government Administrators and the Coordination Issue

The State Advisory Council on Vocational Education (SACVE) has been highly critical of the efforts of state agencies, particularly the State Board of Education, to facilitate coordination with JTPA. In 1987 the council released a controversial report on coordination recommending that

- the Perkins and JTPA acts be folded together and the SACVE and State Job Training Council (SJTC) be combined in each state;
- the Department of Administration run the JTPA program instead of the Department of Natural Resources and Community Development, as was the case with the CETA program;
- the SJTC be established as an office with its own staff, separate from the Division of Employment and Training (DET);

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[6] Some local community college directors interviewed stated that the new system had not had any effect on communication between their institutions and the local PIC, but these were institutions that were already well integrated into the local JTPA system and already communicating.

- the Department of Public Instruction move its JTPA operation from the Division of Support Programs to the Vocational Education Division;

- all local JTPA programs involving school districts be administered by local vocational education directors, including the Summer Youth Employment and Training program;

- the NC Employment Security Commission (ESC) develop employability plans for each unemployment insurance applicant, identifying employment and training options, one of which must be chosen by the applicant to receive benefits.

To date, none of these recommendations has been implemented, suggesting a low level of SACVE influence in the state vocational education and job training policy process.

The State Job Training Council has helped to facilitate coordination by establishing the Inter-Agency Coordinating Committee (IACC) on Job Training and recommending the Governor's Coordination and Special Services Plan (drafted by DET). The IACC is comprised of middle managers from state agencies and a few local SDA representatives. Recently, the group has proposed an executive order to mandate coterminous planning periods for job training programs, the establishment of local job developer groups through ESC, and the transmittal of state agency coordination criteria and action plans to appropriate staff within each agency. All of these recommendations have been enacted.

The Governor's biannual Coordination and Special Services Plan serves as a focus for documenting progress on lingering coordination problems. Action plans are drafted for each agency detailing how they plan to address coordination criteria outlined in the plan. These action plans are reviewed by the SJTC and DET.

Performance-based contracts are seldom used in North Carolina but the 6-percent incentive funds administered by DET help to ensure program quality. Last year the SJTC took advantage of the U.S. Department of Labor's inclusion of post-program and follow-up measures in the incentive fund allocation process. Presently, three post-program measures are used in the allocation of incentive funds for adult programs. This was done to encourage emphasis on quality, job-specific training, and proper placement in the design of adult programs.

The Department of Community Colleges is able to increase retention of JTPA sponsored students in their programs through a system of Participant Service Centers (PSCs). The PSCs, which are found in many of the 58 community colleges, provide assessment, counseling, job placement assistance, and referral services to JTPA students enrolled at the community college. PSCs receive 8-percent grants to provide recruitment and referral services for JTPA programs (mostly by finding already enrolled community college students who would benefit from JTPA services and are income-eligible). Some PSCs receive JTPA money to distribute support services (day care and transportation stipends) to JTPA clients enrolled at the community college. DCC administrators indicated that they wish to provide this service to help retain JTPA clients in their programs and to continue to generate full-time-equivalent funding. They have found that JTPA clients are often more motivated to complete an educational program than other students but lack sufficient material support and counseling services to stay in the program. The PSCs are designed to address this problem.

State administrators had different and varying opinions on what can and should be done at the state level to foster greater coordination. DET officials suggested making the eligibility requirements for Perkins and JTPA programs more compatible. They thought there was little they could do to ensure coordination at the local level citing the importance of personalities — people willing to do whatever it takes to get access to every possible resource available. This sentiment was echoed by a DPI official who cited the need to reduce JTPA paperwork to encourage school districts to go after the funds. He also suggested that federally mandated joint planning provisions found in the Perkins act should be complemented by parallel requirements in JTPA. Another DPI official suggested giving the 40 percent of an SDA's mandated youth service funds to local school districts. He resented the creation of a separate youth service program requiring youth to look away from the local school system for services. To him, it made more sense to modify the schools to make them attractive to more youth before "creating a whole new wheel."

Participant Service Center — Wake Technical College, Raleigh

Wake Technical College (WTC) received a $51,000 JTPA 8-percent grant through DCC to fund a Participant Service Center (PSC) for 130 JTPA individual referral students enrolled at the community college. The PSC provides JTPA clients with outreach, intake, assessment, counseling, transportation and day care services. WTC also has a separate 78-percent grant from the Wake/Johnston SDA to provide classroom training services to individually referred JTPA clients (individual referrals may be from a local community-based-organization, the SDA, the Employment Security Commission (ESC) or WTC itself). JTPA students must enroll in PIC-approved courses with a priority given to health care training. WTC claims they have not had any problem getting client-chosen study plans approved by the PIC.

The instructor, classroom, and some supplies and equipment are provided by the community college. The individual referral contract with the SDA provides for some support services, books, and tuition (which is $75.00 per academic quarter throughout the state). JTPA individual referral students are enrolled in regular classes with other students and even the teacher is unaware they are receiving JTPA stipends. It is the responsibility of the PSC counselor to make sure the student receives whatever special attention is required to retain the student in the classroom.

According to the PSC director, the system works because both the SDA and the community college receive precisely what they are after. The community college receives additional FTE money and is able to put more students through degree and certificate programs using JTPA funding. The SDA is in a position to wait one or two years to place the community college trained client since 1) unemployment is low so there is less pressure from the public and PIC to place as many clients in unsubsidized employment as possible, thereby necessitating a shortened training period, and 2) the SDA is assured a much higher placement wage once the client has received a degree or certificate from the college.

The biggest problem the program faces is child care. Funds available for student child care services in the 78-percent individual referral grant and 8-percent PSC grant are pooled together and administered by the SDA in the form of a grant to the client of $2.50 per day, per child, hardly an adequate sum. The community college has another resource at its disposal. The early childhood education department at WTC is preparing to build a day care center to be staffed by the department instructors and students, but this center will be too small to meet the institution's student and staff demand for day care services. All JTPA clients must supplement the JTPA day care stipend with their own money. This is particularly difficult for students in the health care programs where students must intern without pay at the local public hospital, leaving no time to moonlight on the side. Training stipends or a paid apprenticeship/coop model could solve the problem, but this would require greater SDA (or hospital) expenditures per student.

Job Coop/Supported Work Program — Alamance Community College, Burlington

Alamance Community College's (ACC) Job Coop program is an extremely complex program with eight different funding sources employing the coordinated services of 19 different local institutions. It is no wonder the Job Coop received the first annual U.S. Department of Labor JTPA Presidential Special Award for Outstanding Coordination Activities in March, 1988. The program reaches well beyond the traditionally perceived mandate of a community college to provide job seeking and training skills to economically disadvantaged and handicapped workers.

The main component of the program is the Job Coop service which uses the Nathan Azrin job club approach to help clients find employment. Serving 145 workers in PY87 (66 percent with handicapping conditions), the job coop receives community college full-time-equivalent and JTPA 78-percent funds to finance the job seeking classes at an average cost of $812.00 per participant (including support stipends).

There are two other supported work components for handicapped workers (those with mental or learning handicaps or sheltered workshop clients referred for placement): the job coaching and the job enclave programs. Job coaching provides for a job coach (hired by the college) to work alongside the client to perform the company-required job tasks and gradually fade away as the client becomes adjusted and more competent. The enclave model is a single instructor working with a group of handicapped workers at the job site. The instructor also gradually fades away, allowing the clients to be supervised like any other worker in the company. The job coaching component placed 33 of 37 participants served in PY87 into permanent jobs, through grants from JTPA 8-percent, North Carolina Division of Vocational Rehabilitation, and North Carolina Division of Services for the Blind. The Enclave Supported Work component is funded by Perkins Title III CBO and provides for two enclaves serving five clients. These clients are referred from the sheltered workshop program of a local CBO, Vocational Trades of Alamance, which provides long term support for these clients after placement. Both job club and job coach component participants receive an average of six months of follow-up services from the community college.

Student support services are available through JTPA and are supplemented by the Community College Foundation and the Alamance County Mental Health Association. The Mental Health Association provides funding for an interest-free loan fund for students in training or searching for employment. Money paid back into the fund by the students is used for equipment purchases at the end of the year.

The local Employment Security Council office lacks a job club service and refers qualified clients to the community college for the job coop program. Employment Security provides the community college with its weekly microfiche listing of current local job openings. Originally, the job coop started as a compensatory education program which generated full-time-equivalent funds. Later, CETA program administrators asked the college to work with its clients, and the service has continued and expanded since the transition to JTPA. Today, ACC has contracts which total about one third of the SDA's Title IIA funds. ACC has an Adult Basic Education/GED program, various class-size programs, and a one-hundred client individual referral contract. The college's HRD program services JTPA clients, and all JTPA enrolled students receive services through the Participant Service Center.

One problem ACC has faced serving handicapped workers with JTPA funds is income eligibility. Most are receiving SSI and may also be earning money in a sheltered workshop, making their incomes too high to meet JTPA eligibility standards. ACC Job Coop administrators believe handicapped individuals should be JTPA eligible regardless of their income.

Guilford Technical Community College, Greensboro

Like the previous two community colleges, Guilford Technical Community College (GTCC) has an individual referral training contract with the SDA. GTCC is not required to meet placement standards since the PIC runs its own centralized recruitment, intake, assessment, and placement service through two job training centers in Greensboro and High Point. The ESC runs the PIC's on-the-job training program and GTCC conducts adult skills training on an individual referral basis. The PIC also refers clients to GTCC's HRD program for job-seeking skills. All JTPA clients in the community college receive the support and counseling services of the Participant Service Center (which presently receives a JTPA 8-percent grant to recruit JTPA clients from within the community college and refer them to the PIC for intake and assessment).

The PIC has established an in-house basic education course, utilizing former community college instructors, to help prepare clients for training courses at the community college. This in-house course emphasizes writing and math skills, has an intensive counseling component, and helps identify client study and deportment behavior that may cause problems in a community college setting. Centralized services help ensure program control since the PIC's own staff is held accountable for the quality and delivery of services.

The SDA has shown a willingness to utilize the community college not because there are no other potential service providers in the area, but because the community college is the low cost provider. Also, the PIC is biased toward using GTCC since the PIC is committed to helping GTCC fulfill its mandate to provide training services to the public. However, the PIC does not now, nor has it ever, used the community college exclusively to provide skill training. Instead, the PIC has tried to keep its options open.

Criminal Offenders Project — Davidson County Community College, Lexington

Davidson County Community College (DCCC) sponsors a criminal offenders project with the assistance of the local SDA. The project offers career guidance and employability skills to help incarcerated workers at a local minimum security state prison manage the transition to parole and probation. The project is Perkins IIA funded and generates full-time-equivalent funding for the community college. Perkins funds pay for part of the salary of JTPA job developers working for the SDA (in a centralized intake, assessment, and placement system similar to the Guilford County case) and for an administrator to help coordinate the project. Those workers wishing to enroll in a community college program after parole may do so through DCCC's individual referral contract with the SDA, allowing the student to receive JTPA sponsorship and services at the community college.

DCCC also offers a basic education course for adult JTPA participants. This course is offered in town (off campus) to reduce transportation problems. The course uses community college instructors and is structured to be more intensive with individualized components to meet many diverse Adult Basic Education needs. The community college receives a JTPA 8-percent grant to provide a life skills course component as part of the project. Again, the course generates additional enrollment-based funding for the college.

A Davidson County SDA administrator stated that the SDA considers the community college to be the presumed deliverer of skill training services to adults, unless it is unable to provide the needed service. The SDA has a contract for the provision of HRD services (employability skills) which are competency based. Attainment of these adult competencies serves as the community college's performance standards for this contract. Placement in unsubsidized employment is the responsibility of the SDA using their own job developers.

Skill Development and Compensatory Education — Fayetteville Technical Community College

Fayetteville Technical Community College (FTCC) operates a JTPA/community college-sponsored compensatory and skills training program for adults with learning deficiencies. Courses are offered providing compensatory education (language, arts, math, social skill development, consumer education, and independent living skills) and skills training in janitorial operations, carpentry, and day care operations. The program is funded through JTPA 8-percent and 78-percent grants. The 8-percent money is used for tuition, insurance, supplies, staff training, and administrative salaries, and the 78-percent money is used for class size skills training. The state full-time equivalent enrollment-based funds generated pay for instructional costs, books, and overhead (the courses are offered at the community college annex). Job placement services are available at the community college, or students may use the SDA's job developers.

To address the SDA's concern over placement of these students, the program includes afternoon labs in the field with prospective employers or employment agencies. The community college claims it would have preferred to offer a more apprenticeship/coop form of training but it lacked the funds to employ a job coaching model, so FTCC adopted the next best option. The SDA has expressed a willingness to wait for the completion of training if it results in a higher placement wage once the client is finally placed.

Competency-Based Job Training — Cumberland County Schools, Fayetteville

The Cumberland County Schools include the city of Fayetteville and all of Cumberland County. There are eight senior high schools in the district, each of which offers a JTPA sponsored World-of-Work employability skills course for 30 handicapped students (but economically disadvantaged students without handicaps may fill out the rolls if necessary). A JTPA 8-percent grant pays for student supportive services while a JTPA 78-percent grant pays part of the teacher salaries. Remaining costs are covered by state and local vocational education funds.

The local PIC has identified eleven benchmarked core competencies from the twenty-one employability skills competencies that the course addresses. A student must satisfactorily master five of the eleven benchmarked core competencies to receive a positive termination. A job coaching program is offered at a ninth site for students requiring a more individually directed program.

The school district has also received a Perkins program improvement grant to use a new computerized system for tracking competency attainment in the classroom. The program is currently undergoing a trial run at one of the high schools and is designed to be accessible by the teacher and reduce the paperwork required to track individual competency attainment. The software offers the following features:

- creates competency attainment tests and allows for pre- and post-testing and test-item selection,
- allows test questions to be randomly generated for test and test-item analysis,
- allows automatic scoring of test-items and determines percent mastery of prescribed competencies for each student,
- allows for monitoring of student progress through the generation of student and class reports.

The school district views this effort as a way to facilitate its coordination with JTPA programs. It is hoped the computer directed competency-based system will greatly reduce the start-up time needed to develop curricula for new courses. The computer will be able to generate the competencies specific to any course being planned along with test items that have been proven effective in measuring competency attainment. Thus, the school district will be able to offer the SDA a set of competencies to be achieved by the course being designed with less planning and course development effort.

The school district hopes the computer directed system will be a selling point for more JTPA funding. Officials currently intend to extend the use of the computer to the other seven sites in the Job Training program. They have had some difficulty getting service from the Florida-based contractor who wrote the software but hope to iron out the bugs in the program shortly. The Division of Support Programs in the Department of Public Instruction is looking at this project with an eye toward promoting the system statewide, if it is successful in Cumberland County.

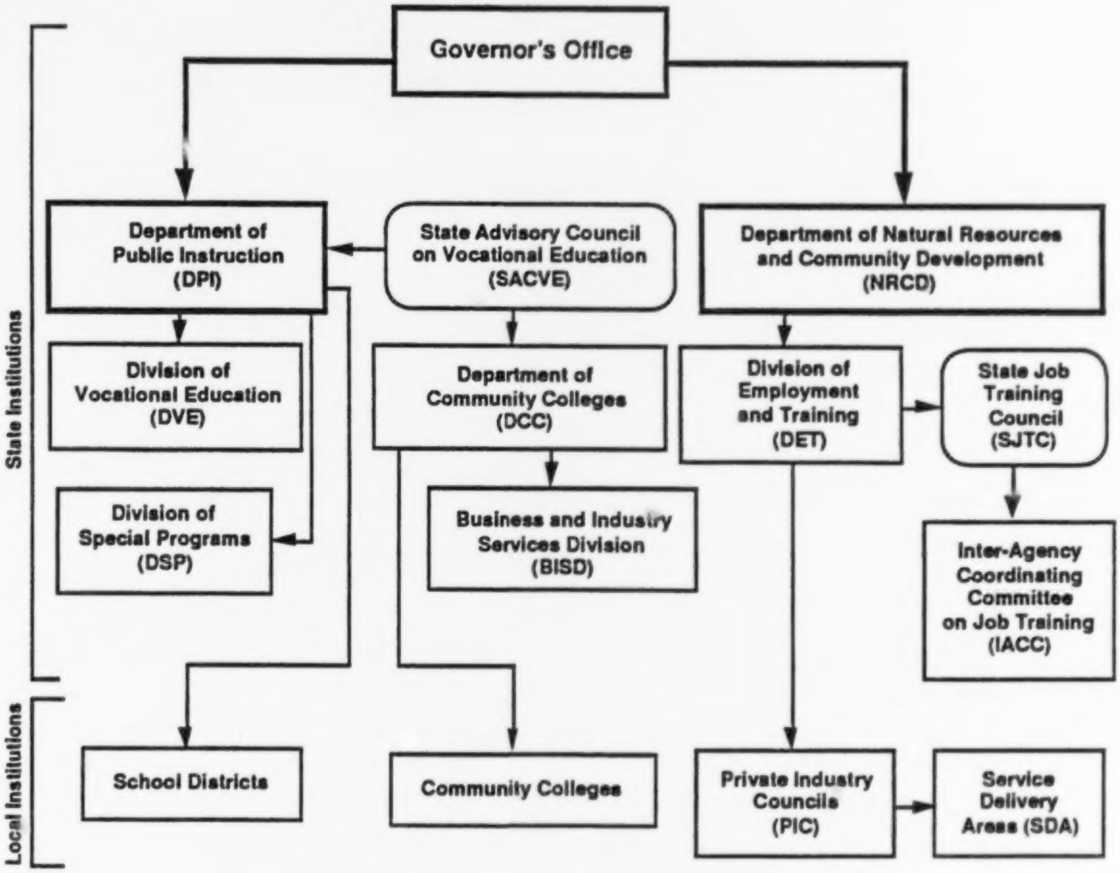
Conclusion

The community colleges in North Carolina are well integrated into the JTPA system and are often the locus of many programs meeting a wide variety of local needs. The community colleges have, through their Human Resources Development and Participant Service Centers, made great efforts to recruit and retain economically disadvantaged and handicapped workers in their employment and training programs. The community colleges have utilized JTPA as an important source of funding for those efforts. Likewise, local SDAs have taken notice of these efforts and have sought to expand and augment them to meet their needs and objectives. In most cases, SDAs and community colleges have been able to fulfill their public mandates by sharing these resources.

Many SDAs have turned to centralized intake, assessment, and placement instead of having contractors perform these services as part of their own programs. This has allowed SDAs to utilize community colleges more since SDAs are only contracting for skills training services alone, and are not compelled them to place clients in unsubsidized employment. It has also made the SDAs develop new and different methods to ensure quality in community college programs. This is more difficult in a large urban area where recruitment and placement are often best accomplished through neighborhood-based institutions that can reach special populations with targeted programs. Such concerns are less critical in more homogeneous small towns.

The North Carolina case indicates the importance of a consistent and complementary understanding of institutional goals and objectives, and the power such an understanding can have in facilitating coordination. These goals are developed, in part, at the state level and practiced at the local level. The important intervening factors determining the extent to which they are practiced include the level of local flexibility to accommodate local constraints and reduce state or federally imposed programmatic restrictions, and the right people working in the community who are able to facilitate and motivate local cooperation and action. These factors have been critical to the success of JTPA/vocational education coordination in the state.

North Carolina Vocational Education and Job Training Agencies


Governor's Office
Department of Public Instruction (DPI)
State Advisory Council on Vocational Education (SACVE)
Department of Natural Resources and Community Development (NRCD)
Division of Vocational Education (DVE)
Department of Community Colleges (DCC)
Division of Employment and Training (DET)
State Job Training Council (SJTC)
Division of Special Programs (DSP)
Business and Industry Services Division (BISD)
Inter-Agency Coordinating Committee on Job Training (IACC)
School Districts
Community Colleges
Private Industry Councils (PIC)
Service Delivery Areas (SDA)
State Institutions
Local Institutions

WISCONSIN CASE STUDY

There are several issues that stand out from the case study of Wisconsin. One of the most prominent impressions of the state was the overall professional quality of the people working both in the state government and at the local programs. The people we met were genuinely concerned with bringing down barriers to cooperation between state offices and agencies and providing better services to clients through coordination. People in the state government appeared to be authentically concerned with providing quality services to clients in their state and were convinced that better coordination between job training, welfare, and education programs was the key to accomplishing this objective.

State job training and education administrators knew what was going on at the local level, and had some direct influence on local activities through their grant proposal process. While much coordination activity was a reflection of the goals of the individuals running state offices and local programs, state policy was also fueling part of the thrust for coordination in the state. The Governor's Office, through the Governor's state initiatives on job training and welfare reform, and the Wisconsin Jobs Council, through several initiatives (including the planning review process outlined below) had expressed a strong interest in furthering coordination between all social services available to job training clients. These policies helped state agency administrators accomplish the goals of coordination that they saw as essential to improving services.

At the local level, the most prominent feature was the extraordinary effort it took local program operators to combine funds in creative ways in order to finance their programs. Some programs combined funding from several agencies and several federal programs to provide services to their clients. This proved to be an "accounting nightmare" for many program operators. For example, in some cases staff personnel working side by side on the same project would be employees of different agencies and have different job titles and salaries. Tracking client services was also difficult, especially when different funding sources defined services in different ways. One of the most frequently mentioned examples of how federal legislation could facilitate increased coordination was through common definitions within Perkins and JTPA.

There was also an emphasis in the state agencies and local programs on long term service for many job training clients. More than once we heard that there are no "quick fixes" that would help JTPA clients. JTPA was seen in many cases as favoring the quick fix solution, emphasizing immediate job placement, and not offering the long-term training deemed appropriate for many clients. Part of the success in coordinating education and job training programs that has been achieved by some local programs can be attributed to the fact that they circumvented this aspect of JTPA. This was done by striking bargains with state agencies or local community-based organizations (CBOs), by negotiating agreements with the state over definitions of "placement," or by convincing CBOs to adopt the goal of continuing education for their clients.

The Vocational Education System

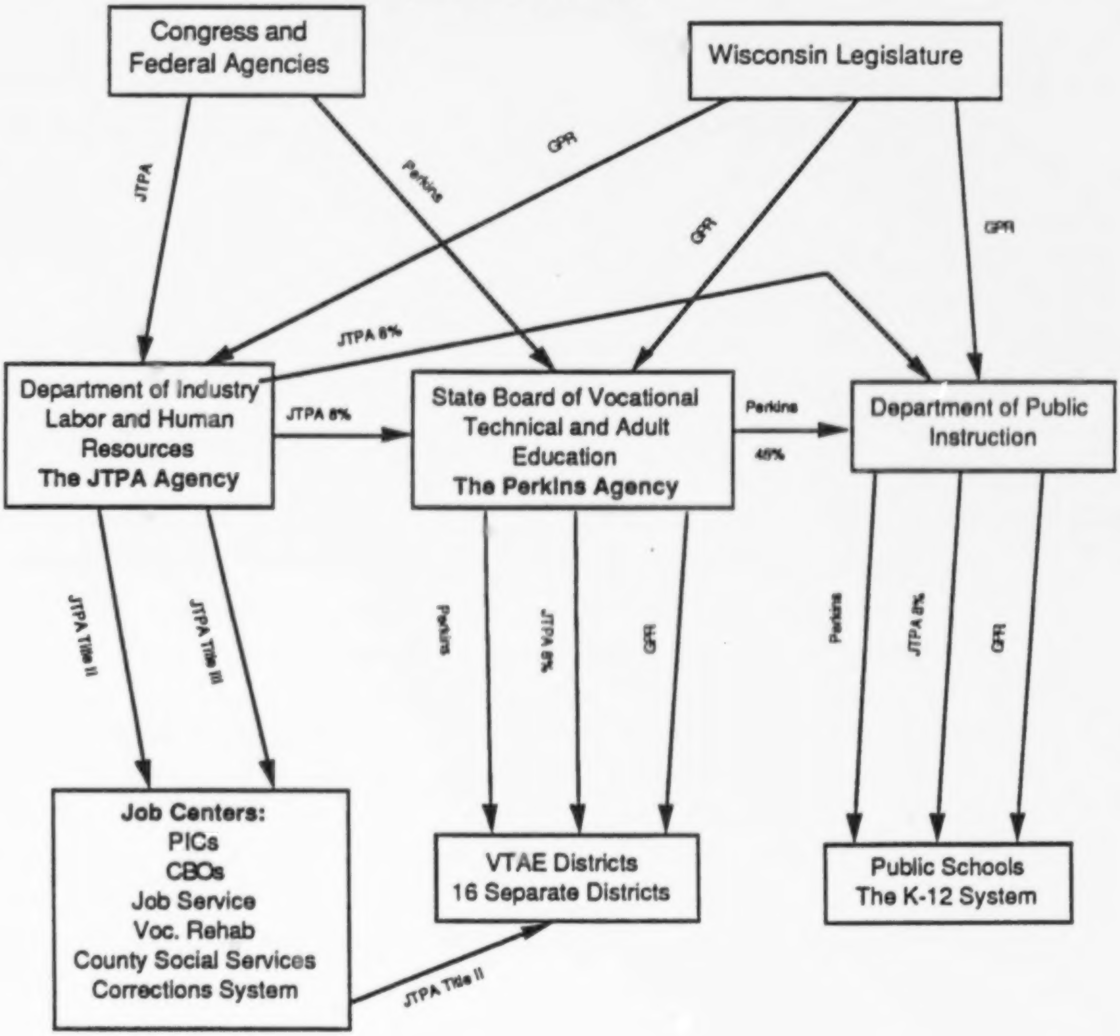
The Wisconsin education system is administered by three agencies. The University system has 26 campuses and provides academic training leading to baccalaureate degrees and assorted graduate degrees. The Wisconsin Board of Vocational Technical and Adult Education (VTAE) oversees the sub-baccalaureate occupational training for the state offered through 16 separate VTAE districts. There is no community college system in the state. The K-12 system is administered by the Department of Public Instruction (DPI) and offers vocational and pre-vocational training in the 383 public school districts which have high schools. There are also 12 Cooperative Education Service Agencies (CESAs), some of which administer cooperative vocational programs in their districts.

VTAE is the Perkins agency in Wisconsin and administers the Perkins funds for the state. However, 45 percent of all the federal vocational dollars are allocated by VTAE directly to DPI. This allocation formula was created by the new governor when he first took office in 1987. The old formula allocated only 40 percent of Perkins funds to DPI. The university system does not receive any Perkins or JTPA funds.

Administration of JTPA Funds

The JTPA administrative agency in Wisconsin is the Department of Industry, Labor, and Human Resources (DILHR). It administers most of the JTPA Title II funds, all of the Title III funds, and most of the Title IV funds. It also provides the administrative support for the State Job Training Coordinating Council. There are 17 SDAs (generally referred to as PICs) in the state. Most SDAs are not coterminous with any other governmental entity. SDAs, VTAE college districts, high school districts, and county governments all have different boundaries. However, in an effort to improve coordination between JTPA and Job Service, Job Service boundaries were made coterminous with the SDAs.

Figure 1. Wisconsin System for Distribution of JTPA and Perkins Funds (with proposed Job Centers)


Congress and Federal Agencies
Wisconsin Legislature
JTPA
Perkins
GPR
GPR
GPR
JTPA 8%
Department of Industry Labor and Human Resources
The JTPA Agency
JTPA 8%
State Board of Vocational Technical and Adult Education
The Perkins Agency
Perkins
45%
Department of Public Instruction
JTPA Title II
JTPA Title III
Perkins
JTPA 8%
GPR
Perkins
JTPA 8%
GPR
Job Centers:
PICs
CBOs
Job Service
Voc. Rehab
County Social Services
Corrections System
VTAE Districts
16 Separate Districts
Public Schools
The K-12 System
JTPA Title II

Through a previous decision by the Wisconsin SJTCC, the 8-percent set-aside funds of JTPA Title IIA are evenly divided between the Wisconsin Board of Vocational, Technical, and Adult Education (VTAE) and the Wisconsin Department of Public Instruction (DPI). These funds are then distributed by VTAE and DPI through a request-for-proposal process. (See Figure 1.)

By executive order the Secretary of DILHR was given responsibility for leadership in coordinating the 40 separate job training programs in Wisconsin. These programs include those funded by both JTPA and the Carl Perkins Vocational Education Act.

Coordination Programs and Practices

Job Centers

One of the largest job training initiatives in the state was the creation of Job Centers, which consolidate and coordinate employment and training services, including support services, in integrated "case-management" systems within SDAs. Job Centers are established to provide "one stop shopping" for employment and training services — a single contact point for job-seekers and employers. Recent state legislation provided funding for model Job Centers that would demonstrate improvements in the quality and efficiency of employment and training services that could be achieved. Three of the pilot Job Centers have integrated VTAE college services through learning centers that offer basic skills education, GED/High School Equivalency training, academic training, vocational skills assessment, career exploration, and placement services as an integral part of employment and training programs.

At the state level, DILHR has established a Job Center Interagency Workgroup. This workgroup consists of staff from DILHR's Employment and Training Policy and Job Service Divisions, as well as representatives from the Department of Health and Social Services, the State Board of Vocational Technical and Adult Education, and the Department of Public Instruction. The workgroup meets bimonthly to help local agencies develop Job Centers.

Four pilot projects have been funded: one to expand an integrated Job Center model already existing in Southwest Wisconsin (see below for a full description of our site visit to this Center); two others to develop coordinated models in Northwest and Central Wisconsin; and the fourth to develop a dispersed agency computer information network model in the Northern Lake Winnebago area. There is also active interest in the Job Center concept among Wisconsin's thirteen other SDAs. Six of the remaining SDAs are considering or are implementing Job Center-like coordination efforts.

Funding for these projects evolved from several sources. Major funding came from the state, through the Division of Employment and Training Policy within DILHR, which provided $150,000 of general-purpose revenue through June 30, 1989 to facilitate the planning and implementation of Job Centers. These were one-time only grants to cover start-up costs. The amounts of the four grants ranged from $25,000 to $50,000. VTAE also earmarked $100,000 for the VTAE districts located in the SDA that received the DIHLR grant for Job Centers.

The existing Job Centers draw on a variety of resources for providing services. These include welfare programs, the Department of Development and Customized Training, JTPA Title II and Title III, General Purpose Revenue (GPR), federal Vocational Education (Perkins), Vocational Rehabilitation, Adult Basic Education, Corrections, and Job Service.

Planning Review System

To promote coordination among state job training agencies, the State recently created a uniform program planning review system. This system, the Employment and Training Plan Review System, gives the State Job Training Coordinating Council (the Wisconsin Job Council or WJC) authority and responsibility for reviewing the plans of the State's major employment and training programs. These programs include: the Perkins Vocational Education Act (run out of DPI and VTAE), the Education for Employment program (run out of DPI), the Wagner-Peysner Act (Job Service), Welfare Employment (DHSS), Vocational Rehabilitation (DHSS), Wisconsin Development Fund Program (Department of Development), Division of Corrections (DC), and JTPA.

All state agencies responsible for these programs develop program plan summaries. All plans must include descriptions of program performance measures, specific program activities, service priorities and resource allocation, and specific state and local coordination efforts. The plans must show how the program addresses the Governor's "Key Goals," as described in Wisconsin's Employment and Training Policy. These plans are then reviewed by the Planning Committee of the WJC, which comments on the plans and returns them to the respective agency.

Southwest Wisconsin Technical College and Job Center

The Job Center in Fennimore, Wisconsin, as well as the other five job centers in the SDA, provide a single contact point for job seekers and employers in a five-county area. Its purpose is to integrate intake, assessment, and placement functions while allowing each agency to achieve individual missions and goals. Located in the extreme southwestern corner of the state, the Southwestern SDA covers a predominantly rural region of about 3,000 square miles and is the second smallest SDA in the state. The Southwestern SDA has about 130,000 in total population with about 65,000 in the labor force and about 5,000 JTPA eligible residents. There are around 1,500 employers in the SDA and the unemployment rate is in the 5-to 6-percent range, slightly greater than the 4.2 percent state rate.

The concept of a Job Center in southwestern Wisconsin has been evolving for several years. Consolidation of services within the SDA began in 1986 with the signing of a memorandum of understanding between the local PIC and the local Job Service Office. This memorandum provided for co-location of the PIC and Job Service offices and the sharing of job applicants and job orders from local businesses. It has recently evolved to include the local VTAE, Vocational Rehabilitation service, and other local social service agencies. The Southwestern Job Center was one of the four programs funded under DILHR's job center pilot project. Furthermore, with the VTAE 8-percent set aside for coordination with Job Centers, Southwestern VTAE District has become a partner in this effort. There were originally five job centers in the SDA, one in each county served by the SDA. Now, with the addition of Southwestern Technical College as a partner in the Job Center effort, there is a new job center on this campus. (We visited the job center at Southwestern Wisconsin Technical College and one in a nearby county.) The JTPA 8-percent money from VTAE has been used to hire a staff person to operate the Job Center on the college campus in addition to providing increased assessment services throughout the SDA. This person is on the Southwest Wisconsin Technical College staff but will be supervised by the Grant County Job Service Office. The VTAE-JTPA coordinator is also working in the office, providing guidance and placement services to JTPA applicants enrolled at the school.

All clients who come to the Job Center, regardless of how they are referred, participate in a common group intake. The intake consists of assessing the client's needs, introducing the client to local labor market information, completing an employability plan for each client, and administering a job readiness assessment and an academic assessment. All agencies involved in the Job Center share responsibility for group intakes.

Clients are scheduled for individual assessments that typically take place at the assessment center run by the Technical College. This assessment includes aptitude, interest, and ability testing, vocational counseling, JTPA eligibility certification, and assignment to a case manager.

Assessment is generally the responsibility of the Technical College staff, while case load management is the responsibility of the PIC staff. With the addition of Southwestern

Wisconsin Technical College in the Job Center project, more assessment is done at the Technical College site and less is done at the other five Job Center sites.

The services available to clients range from instruction in simple job seeking skills to on-the-job training, work experience, and classroom training. The Job Center also provides computer placement service that matches applications from job center clients and job orders from businesses in the community seeking employees (see below for further discussion of these services).

The centers also provide an organized case management system. Employers submitting job orders to the Job Center are assigned a case manager just as clients seeking employment are assigned a case manager/account representative. The computer system can seek information by job order, employer, or potential employee. Employers can be identified who are either using the system to its full potential or abusing the system (e.g., over-using on-the-job training subsidies, to the exclusion of other types of hiring). Potential employees' individual skill needs can be identified, so that future classroom-sized projects can be planned to serve the collective needs of the unemployed.

Milwaukee Area Technical College and the HIRE Center

Milwaukee Area Technical College (MATC) is the largest of the 16 VTAE technical colleges in the state. MATC has four campuses, with the largest located in downtown Milwaukee (the site we visited). MATC serves approximately 38,000 students. While serving a primarily adult population, the school does have contracts with some of the local high school districts to do special training (e.g., computer-assisted design). They also run a "second chance" or high school dropout retrieval program, adult basic education programs (a DPI accredited high school program), and high school articulation programs. All 130 programs offered by MATC have been rated as to their basic skill requirements. Students who do not meet these requirements are first asked to enroll in Adult Basic Education or some other remedial program. MATC is also one of the only three Technical Colleges in the state which have been authorized to award Liberal Arts AA degrees, and a small proportion of their students go on to the University.

Among their coordination efforts, MATC subcontracts with 14 CBOs which provide basic skills instruction in local communities. These CBOs have proven to be extremely effective in attracting individuals who have dropped out of the formal education process. In 1988, 225 participants received their GED in CBO settings and then enrolled in postsecondary occupational projects at MATC. A strong technical college/CBO partnership has evolved to the mutual benefit of both organizations. People in Wisconsin report that it has been a major factor in allowing MATC to serve minorities and other target populations effectively with Carl Perkins, JTPA, and other funding sources.

We were shown several JTPA related coordination efforts MATC had underway. One was a dislocated worker program run off-site with the cooperation of Job Service and the AFL-CIO (the HIRE center). Another is an 8-percent program run out of MATC's Continuing Education and Business Outreach Division.

The HIRE Center

MATC holds a JTPA Title III contract from DILHR to run a dislocated worker program at an off-site location. MATC is the fiscal agent for the grant, and the other partners in the HIRE center are the AFL-CIO, the Job Service, and the United Way (a non-fiscal partner). Other funds for the center come from Department of Labor discretionary funds, a state work place literacy program, MATC general funding (17-percent of MATC costs), Trade Adjustment Act funds, and funds contributed by local businesses. Almost all center funding is available for services provided to workers at specific plants undergoing major layoffs or closings.

Potential participants are generally contacted by an AFL-CIO peer counselor by telephone or letter, or are referred by the company. Initial assessment consists of a one day workshop, where clients' needs are assessed, basic skills are tested, and vocational interests, skills, and experiences are examined. Upon completion of the formal assessment, clients complete a career planning and job search class that includes identifying transferable skills, resumes, applications, networking, telemarketing, time management, interviewing, job analysis, and labor market information. The last activity in the 20 hour course is the development of an employability development plan (EDP). Based on the EDP, staff meet individually with clients to establish career goals, directions, and specific actions to be taken to achieve these goals. Three options are then open to the client: training (long- or short-term, including classroom training or on-the-job training), employment placement through the Job Service, or more intensive counseling through the United Way.

While all staff members' responsibilities overlap to a great degree (and all staff are co-located at the center), each agency has its primary responsibilities. The AFL-CIO staff are principally responsible for outreach services, MATC staff are primarily responsible for assessment and career counseling, Job Service staff are responsible for placement services, and United Way staff are primarily responsible for support services. The director of the center is an AFL-CIO employee, paid out of a JTPA Title III grant. The bulk of actual classroom training is contracted out to MATC. Almost all training at MATC is done by placing clients in existing programs (slotting) rather than through separate classes (although the center does have a standing contract with a private truck driving school to do training). Job Service is responsible for monitoring on-the-job training.

A basic skills learning center is available at the center for clients whose math and/or reading skills are not adequate. MATC runs this learning center as part of the HIRE center. HIRE staff say that many clients have a hard time relating to the main MATC campus (reportedly the largest educational facility in the U.S. under one roof) and that on-site basic skills training is less threatening to these clients.

To date, five separate projects have been completed with five different companies. In these projects 587 clients have been served and 442 have been placed in jobs. Those placed in jobs are earning on average 75 percent of their former wages. In addition, 938 persons have now been served by five current projects, with 427 of those clients now working at new jobs.

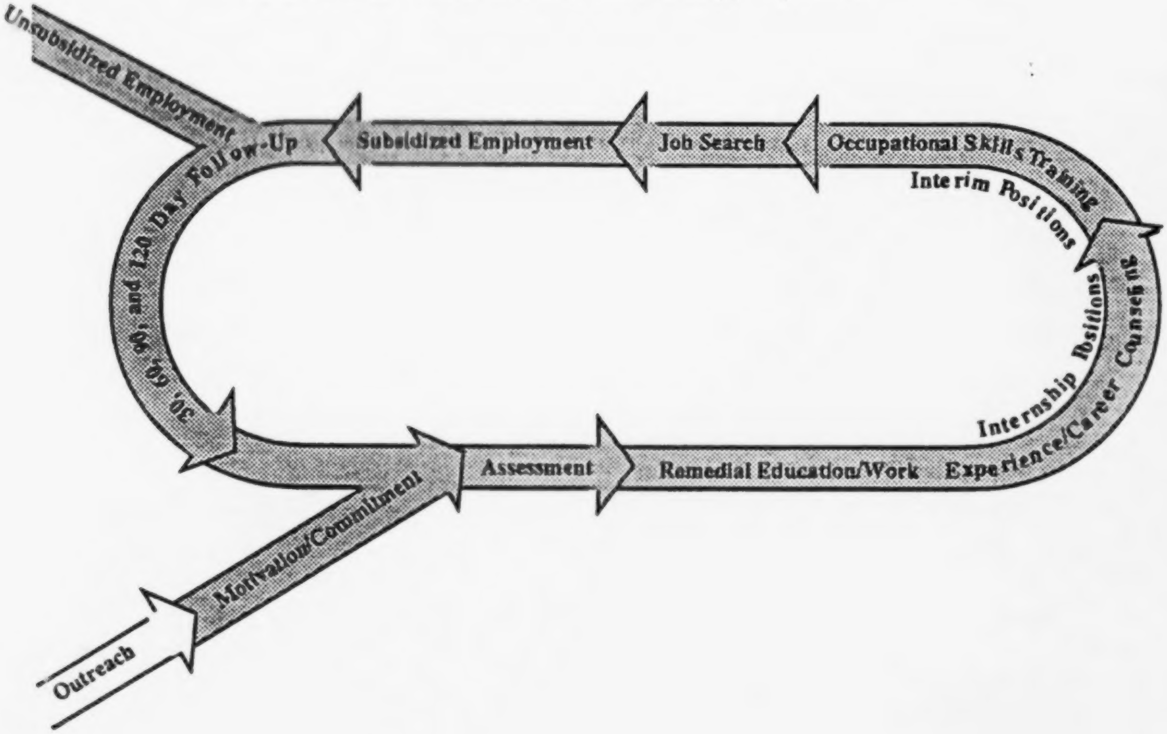
Southeastern SDA and Gateway Technical College — Racine

In Southeastern Wisconsin we met with the PIC office staff and the President and Vice-President of the PIC. We also visited several PIC sponsored training programs in the SDA, one at Gateway Technical College (a college in the VTAE system) and a Title III dislocated worker program in Kenosha, Wisconsin.

The SDA offers a wide array of services to its clients, characterized by the PIC president as a "closed loop system," which includes outreach, motivation courses, basic skills assessment, work experience, career counseling, occupational skills training, job search, and on-the-job training (see the figure on the following page).

Along each point of this loop, the PIC offers some sort of services to clients through contracts with community-based organizations or the technical college. The PIC contracts out all services and does not provide any services directly. Four years ago, the PIC planning committee set remedial education and services to minority youth as their top priorities. Consequently, approximately two thirds of the clients the PIC now serves are youth.

Southeast Wisconsin Training System


Unsubsidized Employment
30, 60, 90, and 120 Day Follow-Up
Subsidized Employment
Job Search
Occupational Skills Training
Interim Positions
Internship Positions
Experience/Career Counseling
Remedial Education/Work
Assessment
Motivation/Commitment
Outreach

Gateway Technical College

Almost all of the remedial education in the SDA is run through Gateway Technical College. One remedial program is a literacy program operated by the college off-site at the Spanish Center, a CBO serving primarily minority clients. This literacy program is based on a computer assisted instruction program marketed by IBM. It is paid for out of JTPA Title IIA and Title IIB funds, Spanish Center funds, and Racine Literacy Council funds.

Kenosha UAW Project

At the time of our visit, a Chrysler-owned AMC plant in Kenosha, Wisconsin (in the Southeastern SDA) was preparing to lay off 5,500 workers. The United Auto Workers and Gateway Technical College were running a dislocated worker program for this group of workers out of the UAW Local Union Hall. The dislocated worker program planned to serve not only the laid-off workers of the Chrysler plant but also the workers laid off due to the "ripple effect" of the layoff on the local economy (declines in other businesses that serve local residents who have lost their jobs).

Funding for the Center comes from a variety of sources. The Center received a large planning grant from the State of Wisconsin. The majority of the funding came from JTPA Title III funds and a new proposal from the Department of Labor, Secretary's Discretionary Fund. Other support came from the UAW (basically in-kind matches); Gateway Technical College; the State's Education for Employment Initiative funds; and the State of Illinois (some of the workers live in Illinois).

The program has outreach and recruitment, orientation, pre-enrollment interviews, employability development planning, and eligibility certification for JTPA and other restricted funds. Participant services include assessment and basic skills workshops (run on-site by Gateway College). Clients can participate in on-the-job training in placements made on-site by the Wisconsin Job Service, the UAW Job Developers, and the Illinois Lake County PIC. Placement counselors have on-site access to Job Services' computerized job listings, and clients can attend job search workshops. The center uses a case management system to ensure services to the participants (each client is assigned to a UAW case manager). Finally, occupational training is available through Gateway Technical College, MATC, and other private training institutes.

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